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ABSTRACT

The purpose of the Juvenile Delinquency Prevention and Control Act is to provide Federal funds to assist the States and localities in improving their services dealing with the juvenile delinquency problem. This would apply to the juvenile justice and juvenile aid systems including courts, correctional facilities, police agencies, and other agencies handling juveniles. The Act provides for funding of juvenile services for the diagnosis, treatment, and rehabilitation of delinquents, and for the prevention of delinquency. It also provides for comprehensive planning, development of improved techniques, information services, and technical assistance in the field of juvenile delinquency. The Act provides Federal funds for the development of a comprehensive plan relating to State and local needs in the juvenile area. It also allows for grants to any public or non-profit private agency for the cost of planning any project or program to be funded under the provisions of Title I rehabilitation and prevention programs. In either case, the grant may not exceed 90 percent of the cost. The act authorizes 25 million dollars for fiscal 1969, 50 million dollars for fiscal 1970, and 75 million dollars for fiscal 1971. (JM)

ED054245

TO EXTEND THE PROVISIONS OF THE JUVENILE DELINQUENCY PREVENTION AND CONTROL ACT OF 1968

HEARINGS

BEFORE THE

GENERAL SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SECOND CONGRESS

FIRST SESSION

ON

H.R. 6247

A BILL TO EXTEND THE PROVISIONS OF THE JUVENILE DELINQUENCY PREVENTION AND CONTROL ACT OF 1968 FOR 5 YEARS

HEARINGS HELD IN WASHINGTON, D.C.,
MARCH 25; APRIL 28 AND 29, 1971

Printed for the use of the Committee on Education and Labor

Carl D. Perkins, *Chairman*

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TO EXTEND THE PROVISIONS OF THE JUVENILE DELINQUENCY PREVENTION AND CONTROL ACT OF 1968

THURSDAY, MARCH 25, 1971

House of Representatives,
General Subcommittee on Education of the
Committee on Education and Labor,
Washington, D.C.

The general subcommittee met, pursuant to call, at 9:35 a.m., in room 2261, Rayburn House Office Building, Hon. Roman C. Pucinski (chairman of the subcommittee) presiding.

Present: Representatives Pucinski, Green, Chisholm, Hicks, Mazzoli, Badillo, Quie, Bell, and Peyser.

Staff members present: John Jennings, majority counsel; Alexandra Kisla, clerk; and Charles Radcliffe, minority counsel for education.

(Text of H.R. 6247 follows:)

[H.R. 6247, 92d Cong., first sess.]

A BILL To extend the provisions of the Juvenile Delinquency Prevention and Control Act of 1968 for five years

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 402 of the Juvenile Delinquency Prevention and Control Act of 1968 (Public Law 90–445) is amended by striking everything after "Welfare," and by inserting in lieu thereof "$75,000,000 for each fiscal year ending prior to July 1, 1976.".

SUMMARY OF THE JUVENILE DELINQUENCY PREVENTION AND CONTROL ACT (P.L. 90–445)

PURPOSE

The purpose of this Act is to provide Federal funds to assist the States and localities in improving their services dealing with the juvenile delinquency problem. This would apply to the juvenile justice and juvenile aid systems including courts, correctional facilities, police agencies and other agencies handling juveniles. The Act provides for funding of juvenile services for the diagnosis, treatment and rehabilitation of delinquents and for the prevention of delinquency. It also provides for comprehensive planning, development of improved techniques, information services, and technical assistance in the field of juvenile delinquency.

PLANNING

The Act provides Federal funds for the development of a comprehensive plan relating to State and local needs in the juvenile area. It also allows for grants to any public or non-profit private agency for the cost of planning any project or program to be funded under the provisions of Title I rehabilitation and prevention programs. In either case, the grant may not exceed 90 percent of the cost. (Title I, Part A, Sections 101 and 102)

REHABILITATION

The Act authorizes grants to any public agency for: improving existing rehabilitation services for delinquents; encouraging use of programs in the fields of general and vocational education, job training, prevention and detection of crime, health and welfare to support rehabilitation programs; and encouraging development of new designs and methods of care and treatment including the operation of residential facilities. The Federal share for this part is not to exceed 60 percent of the costs incurred. (Title I, Part B, Sections 111, 112 and 113)

PREVENTION

The Act also provides for preventive services to be developed at the community level by a public agency or a nonprofit private agency including educational programs in the schools. Federal grants are not to exceed 75 percent of the costs of these programs. (Title I, Part C, Sections 121, 122 and 123)

STATE PLAN

The Secretary of Health, Education, and Welfare may make direct grants for rehabilitation and prevention programs in any State until the State submits an approved State plan whereupon the Secretary may then only make grants to the designated State agency. (Title I, Part D, Sections 131 to 135)

TRAINING AND IMPROVED TECHNIQUES

The Act provides for education and training services for personnel dealing with juvenile delinquents, including grants to educational institutions to establish courses in this field or related fields. The Act also authorizes grants to public or non-profit private agencies for improved techniques and practices in handling delinquent youths or those who are in danger of becoming delinquent.

ADMINISTRATION

The Secretary of Health, Education, and Welfare has the authority to carry out the provisions of this Act. (The administering office is the Youth Development and Delinquency Prevention Administration which is a part of the Social and Rehabilitation Service of the Department of Health, Education and Welfare.)

APPROPRIATIONS

The Act authorizes $25 million for fiscal 1969, $50 million for fiscal 1970, and $75 million for fiscal 1971.

Mr. PUCINSKI. The committee will come to order. We have announced that we would start promptly at 9:30. We are delighted that the young lady from Massachusetts, Mrs. Hicks, is here with us this morning, and I am sure that the other members will be trickling in as we move along, but I have found from previous experience that starting at 9:30 does give us a substantial headstart on getting down to the issues, and so it is my hope that if I impress upon the committee that we are going to start at 9:30, we will get to a point that all members will get here at that time.

But I know most of our members are on their way, or they are trying to dispose of hectic matters before they can get down here.

This morning, the General Subcommittee on Education is beginning hearings on H.R. 6247, a bill to extend for 5 years the provisions of the Juvenile Delinquency Prevention and Control Act. The subcommittee had originally planned to begin hearings on the Juvenile Delinquency Act much earlier than this, since the authorization expires on June 30 of this year.

But after waiting 3 months for the administration's proposal and still not having it before us today, prudence dictates that we had better begin hearings immediately on H.R. 6247. This failure by the administration in not submitting a bill for renewal or modification of the program which expires in 14 weeks is deplorably not unique. I would like to review a few facts which I believe show a tragic indifference by this administration to correcting the problems of juvenile crime:

The directorship of the Office of Juvenile Delinquency which administers this program was vacant for 2 years before the present director was appointed.

The regulations for this program were not issued for almost a year after the passage of the act and then, when they were finally issued, applicants were only given 6 days in which to submit projects for funding.

The administration flagrantly violated the law by not submitting to Congress for 2 years the annual reports required by the act.

And finally, neither HEW nor the Bureau of the Budget has ever supported adequate funds for this program. The Bureau of the Budget, in fact, has never requested more than $15 million for this program even though the authorization for fiscal 1971 is five times greater than this amount.

These facts lead me to only one conclusion: This administration is not nearly as interested in curbing juvenile crime as it would have the Nation believe.

In its public announcements and in its vociferous denouncement of the rising tide of crime, the administration has no rivals in championing law and order. But in its actions it has aborted the promise of the one act which could have done the most to stem this tide.

Almost 40 percent of the total number of arrests in the United States are of youngsters aged 20 and under, and if present trends continue one out of every six boys will appear before a juvenile court before his 18th birthday.

And yet the administration has never asked for more than $15 million for programs to lessen this trend.

Last year the House Select Committee on Crime conducted an exhaustive examination of juvenile delinquency and issued a report entitled "Juvenile Justice and Corrections." I would like to quote from this report to support the conclusions which I have reached about the neglect of this administration in its dealings with the juvenile delinquency program. The report concluded:

> Unfortunately since the enactment of Public Law 90–445 in 1968, the Department of Health, Education, and Welfare has demonstrated strong indifference for the growth and expansion of this program.
>
> To the extent that the Department of Health, Education, and Welfare has continuously supported underfunding of this program, the intent of the Congress with regard to the potential of this act has never been realized.
>
> Thus, the congressional response to an articulated public request for assistance in this vital area has been systematically undermined by the lack of genuine concern for this program by the Department of Health, Education, and Welfare.
>
> A result of this has been public confusion, and frustration because the program, as passed by the Congress, held out much promise. Unfortunately, it has never, in its administration, been able to make good on this promise.

This is a quotation from another committee that has looked at this problem, namely the House Select Committee on Crime.

We are here today to seek answers to two questions. First of all, we would like to know from the Department of Health, Education, and Welfare what it has done under the authority of the Juvenile

Delinquency Prevention and Control Act. And if my observations and the conclusions of the Select Committee on crime are accurate, we would like to know what went wrong—why has the promise of the 1968 act, adopted unanimously by the House and the Senate, been frustrated.

Second, we would like to know what we can do now; what action this subcommittee can take in seeking a resolution of the problem of juvenile delinquency.

I have sponsored H.R. 6247 because it presents a program carefully worked out by all members on this committee. The act was cosponsored and supported by almost every member of this committee in 1968.

It offered great promise to help local communities develop meaningful programs to fight juvenile crime, from halfway houses for those on the road to major crime to a complete restructuring of the system of juvenile justice.

It is a national tragedy that the administration never gave this bill a chance. I don't believe we need any new legislation. I believe we need people who can administer this act and provide meaningful results, and after I introduce our first witness, I would like to, at that time, put into the record the digest of the Juvenile Delinquency Prevention and Control Act, its purposes, its prevention, its State plan, training, and approved techniques.

I noted with some interest the report—the annual report—of Federal activities in juvenile activities and related fields issued by the Department the other day. This report is a year and a half overdue. But we are glad that it is here, because the report does show in its conclusions many of the things that I am saying in my statement today.

It also shows that the present act does have the machinery to carry out an effective program.

I would hope that when we are through here today we will be able to impress upon the administration the need for asking full funding for this program, and then get down to the hustings and give these people help in doing the job they all want to do.

I am going to tell you right now, I know of no problem in this country that deserves higher priority from the Congress of the United States than the problem of juvenile crime; and it is really ironic that we have given this program and this problem nothing more than lip service—at all levels.

I am not absolving the Congress. When the Congress appropriates only $15 million, against an authorization of $75 million, it would be very unfair to place the whole blame on the administration, because the Congress has its responsibilities, too, and we authorized $75 million in this bill and then we appropriated $15 million.

That indicates that the Congress must share some of the responsibility. But I do hope when we are through with these hearings we are going to be able to, first of all, see that we have a bill that is going to do the job which I believe we now have, and second, I hope that we are going to have the funding.

I am delighted that we have this morning Mr. Robert J. Gemignani, Commissioner of Youth Development and Delinquency Prevention Administration, who is here with his two associates, Mr. John D. Twiname, Administrator, Social and Rehabilitation Service; and Mr. Howard J. Cohen, Deputy Assistant Secretary for Legislation

(Welfare). As late as we are, Mr. Gemignani, I am delighted that we finally have a national director, and I certainly want to welcome you; that, as far as this committee is concerned, we want to work very closely with you; we want to give you all the support that you need.

I have no personal quarrel with you. I am sure you are a very honest and sincere man trying to do a good job. I think that you have been late in getting here, but now that you are here let's see if we can't move this whole program forward with some significant results.

I would like at this point to put in the record the purposes of the act and an analysis of the act, and then I would like to introduce my colleagues before we go to the presentation of the panel this morning.

(The documents referred to follow:)

Public Law 90-445
90th Congress, H. R. 12120
July 31, 1968

An Act

To assist the courts, correctional systems, community agencies, and primary and secondary public school systems to prevent, treat, and control juvenile delinquency; to support research and training efforts in the prevention, treatment, and control of juvenile delinquency; and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Juvenile Delinquency Prevention and Control Act of 1968".

Juvenile Delinquency Prevention and Control Act of 1968.

FINDINGS AND PURPOSE

Sec. 2. The Congress finds that delinquency among youths constitutes a national problem which can be met by assisting and coordinating the efforts of public and private agencies engaged in combating the problem, and by increasing the number and extent of the services available for preventing and combating juvenile delinquency. It is, therefore, the purpose of this Act to help State and local communities strengthen their juvenile justice and juvenile aid systems, including courts, correctional systems, police agencies, and law enforcement and other agencies which deal with juveniles, and to assist communities in providing diagnosis, treatment, rehabilitative, and preventive services to youths who are delinquent or in danger of becoming delinquent, to encourage the development of community-based rehabilitation and prevention programs to provide assistance in the training of personnel employed or preparing for employment in occupations involving the provision of such services, to provide support for comprehensive planning, development of improved techniques, and information services in the field of juvenile delinquency, and to provide technical assistance in such field.

82 STAT. 462
82 STAT. 463

TITLE I—PLANNING AND PREVENTIVE AND REHABILITATIVE SERVICES

Part A—State and Local Planning and State Assistance to Localities

STATE AND LOCAL PLANNING

Sec. 101. (a) In order to encourage States and localities to prepare and adopt comprehensive plans covering their respective jurisdictions, based on a thorough evaluation of problems of juvenile delinquency and youths in danger of becoming delinquent in the State, the Secretary is authorized to make grants to any State or local public agency to assist in preparing or revising such a plan. No such grant may exceed 90 per centum of the cost of the planning with respect to which such grant is made.

(b) The Secretary may impose as a condition to any grants under this title within any State or locality that such planning be undertaken and that, where he deems it appropriate, a comprehensive plan or plans be prepared within a reasonable period.

GRANTS FOR PLANNING PROJECTS OR PROGRAMS

Sec. 102. The Secretary is authorized to make grants to any State, county, municipal, or other public agency or nonprofit private agency or organization to assist it in meeting the cost of planning any project or program for which a grant may be made under the other provisions of this title. No such grant may exceed 90 per centum of the cost of the planning with respect to which such grant is made.

PART B—REHABILITATIVE SERVICES

STATEMENT OF PURPOSE

SEC. 111. The purpose of this part is to assist courts, correctional institutions, law enforcement agencies, and other agencies having responsibilities with respect to delinquent youths and youths in danger of becoming delinquent, including youths who are on parole or probation, to develop, improve, and make full use of State and community rehabilitation services for the diagnosis, treatment, and rehabilitation of such youths; to assist and encourage States to devote resources under other programs, in the fields of general and vocational education, job training, prevention and detection of crime, health, and welfare, to support programs for the diagnosis, treatment, and rehabilitation of delinquent youths and youths in danger of becoming delinquent, including support through the provision of assistance to establish linkage between the planning, conduct, and delivery of services under such other programs and programs under this act for delinquent youths and youths in danger of becoming delinquent; and to encourage the development in communities of new designs and new methods of care and treatment, including the operation of full-time or part-time community-based residential facilities for such youths requiring residential care, diagnosis, treatment, and rehabilitation.

82 STAT. 463
82 STAT. 464

AUTHORIZATION OF GRANTS

SEC. 112. The Secretary is authorized to make grants to meet not to exceed 60 per centum of the cost of projects or programs designed to carry out the purposes of this part.

APPLICATIONS

SEC. 113. (a) Grants under this part may be made only upon application, to a State agency or, in the case of direct grants under section 132, to the Secretary, by a State, county, municipality, or other public agency or combination thereof, which contains or is accompanied by satisfactory assurances that—

(1) such applicant agency will provide to the extent feasible for coordinating, on a continuing basis, its operations with the operations of public agencies and private nonprofit organizations furnishing welfare, education, health, mental health, recreation, job training, job placement, correction, and other basic services in the community for youths;

(2) such applicant agency will make reasonable efforts to secure or provide any of such services which are necessary for diagnosing, treating, and rehabilitating youths referred to in section 111 and which are not otherwise being provided in the community, or if being provided are not adequate to meet its needs;

(3) maximum use will be made under the program or project of other Federal, State, or local resources available for provision of such services;

(4) financial resources will, in the case of grants for construction, be available for the non-Federal share of such construction and for continued operation of the facility constructed; and

(5) public and private agencies and organizations (including courts, law enforcement and other agencies involved in the youth correction process) providing the services referred to in paragraph (1) will be consulted in the formulation by the applicant of the project or program, taking into account the services and expertise of such agencies and organizations, and with a view to adapt-

ing such services to the better fulfillment of the purposes of this part.

(b) Such application shall contain such information as may be necessary to carry out the purpose of this Act, including—

(1) a description of the services for youths described in section 111 which are available in the State or community;

(2) a statement of the method or methods of linking the agencies and organizations, public and private, providing these and other services; and

(3) a showing that the project or program is consistent with any comprehensive plan developed under any other Act which is related to the purpose of this Act.

82 STAT. 464

82 STAT. 465

PART C—PREVENTIVE SERVICES

STATEMENT OF PURPOSE

SEC. 121. The purpose of this part is to promote the use of community-based services for the prevention of delinquency of youths; and to assist States and communities to establish special preventive services, including educational delinquency prevention programs in schools, for youths in danger of becoming delinquent, including youths who are on parole or probation.

AUTHORIZATION OF GRANTS

SEC. 122. The Secretary is authorized to make grants to meet not to exceed 75 per centum of the cost of projects or programs designed to carry out the purposes of this part.

APPLICATIONS

SEC. 123. (a) Grants under this part may be made only upon application, to a State agency or, in the case of direct grants under section 132, to the Secretary, by a public agency or nonprofit private agency or organization, which contains or is accompanied by satisfactory assurances that—

(1) steps have been or will be taken toward provision, within a reasonable period of time, of a program of services in the area served which are necessary for the prevention of delinquency of youths, including diagnosis, treatment, and rehabilitation of youths in danger of becoming delinquent;

(2) such applicant agency or organization will make special efforts to assure that the services provided by the program or project will be available for youths with serious behavioral problems;

(3) such applicant agency or organization will provide to the extent feasible for coordinating, on a continuing basis, its operations with the operations of public agencies and private nonprofit organizations furnishing welfare, education, health, mental health, recreation, job training, job placement, correction, and other basic services in the community for youths;

(4) such applicant agency or organization will make reasonable efforts to secure or provide any of such services which are necessary for diagnosing, treating, and rehabilitating youths referred to in section 121 and which are not otherwise being provided in the community, or if being provided are not adequate to meet its needs;

(5) maximum use will be made under the program or project of other Federal, State, or local resources available for provision of such services; and

(6) public and private agencies and organizations (including courts, law enforcement and other agencies involved in the youth correction process) providing the services referred to in paragraph (3) will be consulted in the formulation by the applicant of the project or program, taking into account the services and expertise of such agencies and organizations, and with a view to adapting such services to the better fulfillment of the purposes of this part.

82 STAT. 465
82 STAT. 466

Information.

(b) Such application shall contain such information as may be necessary to carry out the purpose of this Act, including—

(1) a description of the services for youths described in section 121 which are available in the State or community;

(2) a statement of the method or methods of linking the agencies and organizations, public and private, providing these and other services; and

(3) a showing that the project or program is consistent with any comprehensive plan developed under any other Act which is related to the purpose of this Act.

Part D—General Provisions

STATE PLAN

Sec. 131. (a) Any State which desires to receive a grant under part B or C of this title in order to make program or project grants within such State shall, through a single State agency designated for the purposes of this title, submit to the Secretary a comprehensive juvenile delinquency plan in such detail as the Secretary deems necessary.

(b) The Secretary shall approve a State plan or modification thereof for any fiscal year for purposes of this section if he determines that the plan for that fiscal year—

(1) provides that the grant to the State will be used solely (A) for projects and programs which are submitted to the State agency by a community, municipal, or other local public agency or local nonprofit private agency or organization, or combination thereof, which meet the requirements of section 113 or section 123, and which are approved by such State agency, and (B) for paying up to 75 per centum of the cost of administering the plan approved under this section;

(2) (A) sets forth, on the basis of an analysis and survey of the needs in the State for assistance under part B or C, a method of distribution of funds under the plan, including establishment of priorities for locations and types of projects and programs, which gives emphasis to community based alternatives to programs of institutionalization and which conforms to criteria of the Secretary, and (B) provides for distribution of such funds, insofar as financial resources make possible, in accordance with such method;

(3) provides for an appropriate balance of rehabilitation and preventive projects and programs;

(4) provides for (A) effective coordination of plans and programs developed and conducted by the State in fields related to juvenile delinquency, including programs under the Elementary and Secondary Education Act of 1965, the Social Security Act, the Manpower Development and Training Act of 1962, and pro-

20 USC 821 note; 42 USC 1305,2571 note.

grams for the prevention and detection of crime, with plans, projects, and programs developed and conducted by the State under this title, and (B) appropriate application of resources under such other plans and programs to support and reinforce plans, projects, and programs under this title;

(5) provides for the effective participation of persons representative of local and areawide public and private groups and organizations familiar with the field of juvenile delinquency and with associated fields in the development and implementation of the State plan;

(6) demonstrates the capability of the State agency in the areas of planning, project and program development, technical assistance, and evaluation, and sets forth the administrative organization and procedures in such detail as the Secretary may prescribe by regulation;

(7) provides for the maximum use of other Federal, State, and local resources, including resources available through the programs referred to in paragraph (4), in carrying out the State plan and projects and programs under it;

(8) sets forth policies and procedures which give assurance that the Federal grant for any fiscal year will be used to supplement and, to the extent practical, increase the fiscal effort (determined in accordance with criteria prescribed by the Secretary by regulation) that would, in the absence of such Federal grant, be made by the State, and subdivisions thereof, in the field of juvenile delinquency;

(9) provides for adoption of effective procedures (A) for the evaluation at least annually of the effectiveness of the programs and projects supported under the State plan, and (B) for dissemination of information secured thereby and other useful information to local public or nonprofit private agencies and organizations in the State operating in the field of juvenile delinquency or a related field;

(10) provides for adoption of procedures to assure that funds paid to local public or nonprofit private agencies and organizations with respect to projects and programs under the plan will be used in accordance with applications therefor approved under the plan;

(11) provides for making an annual report and such other reports, in such form and containing such information and evaluations, as the Secretary may reasonably require;

(12) provides that final action by the State agency denying (in whole or in part), or withholding funds with respect to, any application (or amendment thereof) made to it for a grant under part B or C shall not be taken without first affording the applicant reasonable notice and opportunity for a hearing;

(13) provides, in the case of an application for a program or a project which is in the nature of an amendment to the State plan or a clear departure from the purview of the State plan, that final approval by the State agency of such application shall not be given unless such application has been submitted to the Secretary together with a brief statement describing the proposed program or project, and the Secretary has not, within thirty days after such submission, disapproved such application; and

(14) provides assurance that the State will furnish at least one-half of the non-Federal share of funds required to meet the cost of programs and projects aided under the State plan.

(c) Depending upon the availability of funds, and the other applications under part B or C, the Secretary may approve all or part of the assistance requested by a State agency pursuant to an approved State plan, but all assistance requested by such agency, pursuant to an approved State plan, may be disapproved only if he determines that the provision of such assistance would so disperse available funds that the effectiveness of other projects or programs under part B or C which would more effectively carry out the purposes of part B or C, would be impaired.

(d) The Secretary may, if he finds that a State plan for a fiscal year is in substantial (but not complete) compliance with the requirements set forth in subsection (b), approve that part of the plan which is in compliance with such requirements and make available to that State only those funds which he determines to be necessary to carry out that part of the plan so approved.

(e)(1) The Secretary shall not finally disapprove any plan submitted under subsection (a), or any modification thereof, without first affording the State agency submitting the plan reasonable notice and opportunity for a hearing.

(2) Whenever the Secretary, after reasonable notice and opportunity for hearing to any State agency, finds that there has been a failure to comply substantially with any requirement set forth in the plan of that State approved under this section, the Secretary shall notify the agency that further payments will not be made to the State under parts B and C (or, in his discretion, that the State agency shall not make further payments thereunder to specified public agencies or nonprofit private agencies or organizations affected by the failure) until he is satisfied that there is no longer any such failure to comply. Until he is so satisfied, no further payments shall be made to the State under such parts or payments by the State agency under such parts shall be limited to public agencies or nonprofit private agencies and organizations not affected by the failure, as the case may be.

DIRECT GRANTS

SEC. 132. Until a State has submitted a State comprehensive juvenile delinquency plan under this title and the Secretary has approved such plan, or upon failure of the State to carry out such plan according to the terms and conditions specified in such plan as approved, the Secretary may make grants directly to public agencies or nonprofit private agencies and organizations in accordance with the provisions of parts B and C of this title. No grant under this section shall be for an amount in excess of 60 per centum in the case of part B or 75 per centum in the case of part C of the cost of the project or program with respect to which it is made.

USE OF FUNDS

SEC. 133. Funds paid to any agency or organization (whether directly or through a State agency) under part B or C of this title may be used for—

(1) meeting the cost of securing or providing services designed to carry out the purposes of such part, but only to the extent and for the period reasonably necessary for the community to provide such services; and

(2) in the case of part B, meeting not to exceed 50 per centum of the cost of construction of community-based, unusual, and special purpose or innovative types of facilities which, in the judgment of the Secretary, are necessary for carrying out the purposes of part B, including community-based, unusual, and special purpose or innovative (A) combination detention and diagnostic facilities, (B) halfway houses for youths who because of special behavioral

problems have a high risk of becoming delinquent or who have been determined to be delinquent and are not yet ready for full return to society; (C) small, special-purpose, residential, community-based facilities for diagnosis, treatment, and rehabilitation of youths; (D) training schools for the rehabilitation and education of youths who are in custody of any public agency charged with the care of delinquent youths; but, in developing plans for such facilities, due consideration shall be given to excellence of architecture and design: *Provided, however,* That not to exceed 25 per centum of the funds appropriated for any fiscal year under this Act may be used to meet such costs of construction.

It shall be a condition of any grant under part B which is wholly or partially for construction that all laborers and mechanics employed by contractors or subcontractors on such construction shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a-5). The Secretary 49 Stat. 1011.
of Labor shall have with respect to these labor standards the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 P.R. 36, 64 Stat. 1267) and section 2 of the Act of June 13, 1934, as amended (40 U.S.C. 276c). 63 Stat. 108; 72 Stat. 967.

NOTIFICATION

SEC. 134. The Secretary shall not approve an application for a grant under part A or section 132 until a copy of the application has been submitted—

(1) to the Governor of the State, or an officer designated by him or by State law, and a reasonable opportunity has been afforded the Governor or such officer to prepare and submit to the Secretary his evaluation of the planning, program, or project, which shall include comments on the relationship of the application to other applications then pending and to existing or proposed plans in the State for the development of new or additional programs for the diagnosis, treatment, or rehabilitation or preventive services for youths who are delinquent or in danger of becoming delinquent; and

(2) to the governing bodies of the political units principally affected, and a reasonable opportunity afforded such governing bodies, acting through such officers as they may designate, to prepare and submit to the Secretary an evaluation of the planning, program, or project.

CONSIDERATIONS FOR APPROVAL OF APPLICATIONS

SEC. 135. In determining whether or not to approve applications for grants under part B or C of this title, the State agency or, in the case of grants under section 132, the Secretary shall consider, among other relevant factors in the State or community of the applicant—

(1) the relative costs and effectiveness of the project or program in effectuating the purposes of such part;

(2) the incidence of and rate of increase in youth offenses and juvenile delinquency;

(3) school dropout rates;

(4) the adequacy of existing facilities and services for carrying out the purposes of such part;

(5) the extent of comprehensive planning in the community for carrying out the purposes of such part;

(6) youth unemployment rates;

(7) the extent to which proposed programs or projects incorporate new or innovative techniques within the State or community to carry out the purposes of such part; and

(8) the extent to which the proposed programs or projects incorporate programs for the parents of youths who are delinquent or in danger of becoming delinquent, as well as programs for other adults who offer guidance or supervision to such youths.

TITLE II—TRAINING

AUTHORIZATION

SEC. 201. The Secretary is authorized, with the concurrence of the Secretary of Labor, to make grants or contracts for projects for the training of personnel employed in or preparing for employment in fields related to the diagnosis, treatment, or rehabilitation of youths who are delinquent or in danger of becoming delinquent, or for the counseling or instruction of parents in the improving or parental instruction and supervision of youths who are delinquent or in danger of becoming delinquent. Such projects shall include special programs which provide youths and adults with training for career opportunities, including new types of careers, in such fields. Such projects may include, among other things, development of courses of study and of interrelated curricula in schools, colleges, and universities, establishment of short-term institutes for training at such schools, colleges, and universities, inservice training, and traineeships with such stipends, including allowances for travel and subsistence expenses, as the Secretary may determine to be necessary.

RECIPIENTS AND CONDITIONS OF GRANTS AND CONTRACTS

SEC. 202. Such grants may be made to and such contracts may be made with any Federal, State, or local public or nonprofit private agency or organization; and to the extent he deems it appropriate, the Secretary shall require the recipient of any such grant or contract to contribute money, facilities, or services for carrying out the projects for which the grant or contract is made.

TITLE III—IMPROVED TECHNIQUES AND PRACTICES

NEW TREATMENT AND SERVICES

SEC. 301. (a) The Secretary is authorized to develop improved techniques and practices which, in his judgment, hold promise of making a substantial contribution toward prevention of delinquency and treatment of youths who are delinquent or in danger of becoming delinquent or toward improvement in the rehabilitative services for delinquent youths, including techniques and practices for the training of personnel.

Grants.

(b) The Secretary may also make grants for such purposes to any State, local, or other public agency or nonprofit private agency or organization; and, to the extent he deems it appropriate, the Secretary shall require the recipient of any such grant to contribute money, facilities, or services for carrying out the project for which such grant was made.

Contracts.

(c) The Secretary is further authorized to enter into contracts for any such purposes with public or private agencies and organizations and with individuals.

Appropriation, limitation.

(d) Not more than 10 per centum of the funds appropriated for any fiscal year under this Act, or $2,000,000, whichever is the lesser, may be used to carry out this section.

TECHNICAL ASSISTANCE

SEC. 302. The Secretary is authorized to cooperate with and, either directly or through grants to or contracts with any public agency or nonprofit private agency or organization, render technical assistance to State, local, or other public or private agencies or organizations in matters relating to prevention of delinquency or to rehabilitative services for delinquent youths and youths in danger of becoming delinquent, and to provide short-term training and instruction of a technical nature with respect to such matters.

STATE ASSISTANCE TO LOCAL UNITS

SEC. 303. The Secretary is authorized to make grants to any State agency which is able and willing to provide technical assistance to local public agencies and nonprofit private agencies and organizations engaged in or preparing to engage in activities for which aid may be provided under this Act. No such grant may exceed 90 per centum of the cost of the activities of the State agency with respect to which such grant is made.

INFORMATION SERVICES

SEC. 304. The Secretary is directed to collect, evaluate, publish, and disseminate information and materials relating to research and programs and projects conducted under this Act, and other matters relating to prevention or treatment of delinquency or provision of rehabilitative services for delinquent youths and youths who are in danger of becoming delinquent, such information and materials to be for the general public and for agencies, organizations, and personnel engaged in programs concerning youths who are delinquent or in danger of becoming delinquent.

TITLE IV—ADMINISTRATION

PAYMENT PROCEDURE

SEC. 401. Payments of any grant or under any contract under this Act may be made (after necessary adjustment on account of previously made overpayments or underpayments) in installments, and in advance or by way of reimbursement, as may be determined by the Secretary, and shall be made on such conditions as he finds necessary to carry out the purposes for which the grant or contract is made.

APPROPRIATIONS

SEC. 402. There are authorized to be appropriated for grants and contracts under this Act, to the Department of Health, Education, and Welfare, $25,000,000 for the fiscal year ending June 30, 1969, $50,000,000 for the fiscal year ending June 30, 1970, and $75,000,000 for the fiscal year ending June 30, 1971.

AMOUNTS AVAILABLE FOR EACH STATE

SEC. 403. (a) The total of the grants made under title I of this Act for any fiscal year with respect to activities in any one State may not exceed 15 per centum of the total of the funds available for such grants under such title for such fiscal year.

(b) Of the funds available for grants under title I for any fiscal year—

(1) $25,000 each shall be reserved for the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands; and

(2) $100,000 shall be reserved for each other State;

except that, if the Secretary determines, on the basis of the information available to him on the last day of the ninth month of any fiscal year, that any portion of such $25,000 or $100,000 for any State will not be required for such grants under title I of this Act for such year, such portion shall be available for grants under such title for such year with respect to activities in any other State (in the case of which such a determination has not been made).

EVALUATION

Sec. 404. (a) The Secretary shall provide for the continuing evaluation of the programs, projects, and other activities under this Act, including their effectiveness in achieving stated goals and their relationship to and impact on related Federal, State, and local activities. This evaluation shall include comparisons with proper control groups composed of persons who have not participated in programs under this Act. The results of such evaluations shall be included in the report required by section 408.

(b) In addition to funds otherwise available for evaluation, such portion of any appropriation under section 402 as the Secretary may determine, but not exceeding 1 per centum thereof, shall be available for evaluation by the Secretary (directly or by grants or contracts) of the activities for which such appropriation is made.

JUDICIAL REVIEW

Sec. 405. In the case of action taken by the Secretary terminating or refusing to continue financial assistance to a grantee, such grantee may obtain judicial review of such action in accordance with chapter 7 of title 5 of the United States Code.

80 Stat. 392.
5 USC 701-706.

JOINT FUNDING

Sec. 406. Pursuant to regulations prescribed by the President, where funds are advanced for a single project by more than one Federal agency to an agency or organization assisted under this Act, any one Federal agency may be designated to act for all in administering the funds advanced. In such cases, a single non-Federal share requirement may be established according to the proportion of funds advanced by each Federal agency, and any such agency may waive any technical grant or contract requirement (as defined by such regulations) which is inconsistent with the similar requirements of the administering agency or which the administering agency does not impose.

COORDINATION

Sec. 407. To avoid duplication of efforts, it shall be the responsibility of the Secretary to consult and coordinate with the Attorney General and such other Federal officers as are charged with responsibilities in the area of combating juvenile delinquency or crime in general.

ANNUAL REPORT

Sec. 408. Not later than one hundred and twenty days after the close of each fiscal year, the Secretary, with the appropriate assistance and concurrence of the heads of other Federal agencies who are consulted and whose activities are coordinated under section 407, shall prepare and submit to the President for transmittal to the Congress a full and complete report on all Federal activities in the fields of juvenile delinquency, youth development, and related fields. Such report shall include, but not be limited to—

(1) planning, program, and project activities conducted under this Act;

(2) the nature and results of model programs and technical assistance conducted under title III of this Act;

(3) the number and types of training projects, number of persons trained and in training, and job placement and other follow-up information on trainees and former trainees assisted under title II of this Act; and

(4) steps taken and mechanisms and methods used to coordinate and avoid duplication of Federal activities in the fields of juvenile delinquency, youth development, and related fields and the effectiveness of such steps, mechanisms, and methods.

ADVISORY COMMITTEES

SEC. 409. (a) The Secretary is authorized to appoint an advisory committee to advise him with respect to matters of general policy involved in the administration of this Act, and particularly with respect to the coordination of activities under this Act and related activities under other Federal, State, or local laws and on such other matters relating to this Act as the Secretary may request.

(b)(1) The Secretary is also authorized to appoint such other technical or advisory committees to advise him in connection with activities under this Act as he deems necessary.

(2) Members of any committee appointed under this section who are not otherwise in the regular full-time employ of the United States, while attending meetings of their respective committees, shall be entitled to receive compensation at a rate to be fixed by the Secretary, but not exceeding $100 per diem (or, if higher, the rate specified at the time of such service for grade GS-18 in title 5, United States Code, section 5332), including travel time, and while away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by law (5 U.S.C. 5703) for persons in the Government service employed intermittently.

81 Stat. 625.

80 Stat. 499.

DEFINITIONS

SEC. 410. For purposes of this Act—

(1) The term "State" includes the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands.

(2) The term "State agency" means the State agency designated in a State's comprehensive juvenile delinquency plan.

(3) The term "public agency" means a duly elected political body or a subdivision thereof and shall not be construed to include the Office of Economic Opportunity. Such term includes an Indian tribe. In the case of a grant under part A of title I or section 132, if the Secretary is satisfied that an Indian tribe does not have sufficient funds available to meet the non-Federal share of the cost of any planning, project, or program, he may increase the Federal share of the cost thereof payable under this Act to the extent necessary, notwithstanding the maximum otherwise imposed by this Act on the portion of such cost which may be so payable.

(4) The term "nonprofit private agency or organization" means any accredited institution of higher education, and any other agency, organization, or institution which is owned and operated by one or

more nonprofit corporations or organizations no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual, but only if such agency, organization, or institution was in existence at least two years before the date of an application under this Act. Such term shall not be construed to include the Office of Economic Opportunity. Participation by the Office of Economic Opportunity is expressly prohibited in administering this Act.

(5) The term "Secretary" means the Secretary of Health, Education, and Welfare.

Approved July 31, 1968.

LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 647 (Comm. on Education & Labor) and No. 1724 (Comm. of Conference).
SENATE REPORT No. 1332 (Comm. on Labor & Public Welfare).
CONGRESSIONAL RECORD:
- Vol. 113 (1967): Sept. 26, considered and passed House.
- Vol. 114 (1968): July 2, 8, considered and passed Senate, amended.
  - July 17, Senate agreed to conference report.
  - July 18, House agreed to conference report.

JUVENILE DELINQUENCY PREVENTION AND CONTROL ACT

FUNDING HISTORY

FY	Authorization	Appropriation
1969	$25 million	$5 million
1970	50 million	10 million
1971	75 million	15 million

PRESIDENT'S BUDGET FY 1972

[JUVENILE] *YOUTH DEVELOPMENT AND* DELINQUENCY PREVENTION [AND CONTROL]

For carrying out, except as otherwise provided, [the Juvenile Delinquency Prevention and Control Act of 1968, $15,000,000] *such youth development and delinquency prevention programs as may be authorized by law, $10,000,000. (Department of Health, Education, and Welfare Appropriation Act, 1971; additional authorizing legislation to be proposed.)*

Program and Financing (in thousands of dollars)

Identification code 09-50-0511-0-1-703	1970 actual	1971 est.	1972 est.
Program by activities:			
1. Program development	[illegible]	12,000	5,000
2. Technical assistance	[illegible]	3,000	5,000
10 Total obligations	9,988	15,000	10,000
Financing:			
25 Unobligated balance lapsing	12	....	....
40 Budget authority (appropriation)	10,000	15,000	10,000
Relation of obligations to outlays:			
71 Obligations incurred, net	9,988	15,000	10,000
72 Obligated balance, start of year	4,959	10,644	15,994
74 Obligated balance, end of year	−10,644	−15,994	−12,494
77 Adjustments in expired accounts	−218	....	....
90 Outlays	4,085	9,650	13,500

1. *Program development.*—The existing legislation for this program expires on June 30, 1971. Activities in 1972 will be based on a revision of the existing legislation and substantial changes in the focus of the program. Model systems for delinquency prevention and rehabilitation efforts will be developed. These model systems will concentrate on four major settings: the inner city, suburbia, rural communities, and the college campus. The main program emphasis will continue to be delinquency prevention. In 1970 and 1971, grants were made to States and localities for planning community services and technical assistance for the prevention of delinquency.

2. *Technical assistance.*—Technical assistance is provided directly and through grants or contracts to public or nonprofit agencies and organizations, and to State agencies willing to provide technical assistance to local public and private nonprofit agencies. Such assistance will enable agencies to implement the results learned from the development of model systems.

Object Classification (in thousands of dollars)

Identification code 09-50-0511-0-1-703	1970 actual	1971 est.	1972 est.
11.3 Personnel compensation: Positions other than permanent	3	90	90
12.1 Personnel benefits: Civilian employees	....	4	4
21.0 Travel and transportation of persons	5	20	30
22.0 Transportation of things	....	1	1
23.0 Rent, communications, and utilities	....	2	2
24.0 Printing and reproduction	13	33	33
25.0 Other services	382	750	1,050
41.0 Grants, subsidies, and contributions	9,565	14,100	[illegible]
99.0 Total obligations	9,968	15,000	10,000

Personnel Summary

	1970 actual	1971 est.	1972 est.
Full-time equivalent of other positions	....	9	9
Average number of all employees	....	9	9

.16

JUVENILE DELINQUENCY PREVENTION AND CONTROL ACT (P.L.90-445)

PURPOSE

The purpose of this Act is to provide Federal funds to assist the States and localities in improving their services dealing with the juvenile delinquency problem. This would apply to the juvenile justice and juvenile aid systems including courts, correctional facilities, police agencies and other agencies handling juveniles. The Act provides for funding of juvenile services for the diagnosis, treatment and rehabilitation of delinquents and for the prevention of delinquency. It also provides for comprehensive planning, development of improved techniques, information services, and technical assistance in the field of juvenile delinquency.

PLANNING

The Act provides Federal funds for the development of a comprehensive plan relating to State and local needs in the juvenile area. It also allows for grants to any public or non-profit private agency for the cost of planning any project or program to be funded under the provisions of Title I rehabilitation and prevention programs. In either case, the grant may not exceed 90 percent of the cost. (Title I,Part A, Sections 101 and 102)

REHABILITATION

The Act authorizes grants to any public agency for: improving existing rehabilitation services for delinquents; encouraging use of programs in the fields of general and vocational education, job training, prevention and detection of crime, health and welfare to support rehabilitation programs; and encouraging development of new designs and methods of care and treatment including the operation of residential facilities. The Federal share for this part is not to exceed 60 percent of the costs incurred. (Title I, Part B, Section 111,112 and 113)

PREVENTION

The Act also provides for preventive services to be developed at the community level by a public agency or a nonprofit private agency including educational programs in the schools. Federal grants are not to exceed 75 percent of the costs of these programs. (Title I, Part C, Sections 121, 122 and 123)

STATE PLAN

The Secretary of Health, Education, and Welfare may make direct grants for rehabilitation and prevention programs in any State until the State submits an approved State plan whereupon the Secretary may then only make grants to the designated State agency. (Title I, Part D, Sections 131 to 135)

TRAINING AND IMPROVED TECHNIQUES

The Act provides for education and training services for personnel dealing with juvenile delinquents, including grants to educational institutions to establish courses in this field or related fields. The Act also authorizes grants to public or non-profit private agencies for improved techniques and practices in handling delinquent youths or those who are in danger of becoming delinquent.

ADMINISTRATION

The Secretary of Health, Education, and Welfare has the authority to carry out the provisions of this Act. (The administering office is the Youth Development and Delinquency Prevention Administration which is a part of the Social and Rehabilitation Service of the Department of Health, Education and Welfare.)

APPROPRIATIONS

The Act authorizes $25 million for fiscal 1969, $50 million for fiscal 1970, and $75 million for fiscal 1971.

Mr. PUCINSKI. Mrs Hicks, would you like to add anything to what I have said?

Mrs. HICKS. Mr. Chairman, I was counsel for the juvenile court in Boston, so that this act means a great deal to me, and I do want to see its implementation carried forward, because I honestly feel that unless we can get at our youth and prevent crime that we are certainly going to then have to handle it on a much larger level—on the adult level.

I believe in this act, and I feel that possibly some of the faults may be that the money, in order to implement it, that is going to the States, is not sufficient and that is why maybe some of the States have not filed statements with us, but I agree with you, Mr. Chairman, that this should be given top priority, for if we are not going to deter crime then we realize we are going to live in there by not being able able to walk the streets in safety.

I support your efforts here in obtaining this information and carrying it out.

Thank you.

Mr. PUCINSKI. Mr. Peyser.

Mr. PEYSER. No comment.

Mr. PUCINSKI. Why don't we proceed.

STATEMENT OF A PANEL COMPOSED OF JOHN D. TWINAME, ADMINISTRATOR, SOCIAL AND REHABILITATION SERVICE; ROBERT J. GEMIGNANI, COMMISSIONER, YOUTH DEVELOPMENT AND DELINQUENCY PREVENTION ADMINISTRATION; HOWARD A. COHEN, DEPUTY ASSISTANT SECRETARY FOR LEGISLATION (WELFARE); AND DR. SALEERN SHAH, CHIEF, CENTER FOR STUDIES OF CRIME AND DELINQUENCY, NATIONAL INSTITUTE OF MENTAL HEALTH

Mr. TWINAME. Mr. Chairman, if it is all right, I will read the opening statement, and then we will all participate here. Maybe I can introduce to you the other members.

Mr. PUCINSKI. Fine, Mr. Twiname.

You proceed in any way you wish and give us a statement of your views.

Mr. TWINAME. On my left is Mr. Howard Cohen, the Deputy Assistant Secretary for Legislation, and as you point out, Mr. Gemignani is our Commissioner of the Youth Development and Delinquency Prevention Administration, which is one of the bureaus which I will explain in a moment of the Social and Rehabilitation Service in the Department of Health, Education, and Welfare.

I do welcome this opportunity—the three of us do—to appear before the subcommittee. I regret, and the Secretary regrets, that he is not able to be here in person, particularly since this is an area in which he has great personal interest. During his earlier association with the Department, and as attorney general of the Commonwealth of Massachusetts, he devoted substantial efforts to this area.

In your letter, you requested that our testimony include both the Administration's plans regarding the extension or termination of the Juvenile Delinquency Prevention and Control Act of 1968 and an overview of the Administration and programs under the Act since its passage in 1968.

If I may interject here, Mr. Chairman, the Administration shares very much the concern you mentioned in your opening statement, and consequently is investing over $750 million in fiscal year 1969 in this field from the various agencies that participate and share responsibilities under different acts for the problem of juvenile delinquency prevention and rehabilitation.

I will now address my remarks, however, to the particular activity under this one Act, so that we can focus on that.

On June 8, 1970, the Office of Juvenile Delinquency and Youth Development, responsible for the administration of the Act, was elevated to the Youth Development and Delinquency Prevention Administration, placing it on a par with other administrations in the Social and Rehabilitation Service.

At the same time, some of the Children's Bureau activities in the field of juvenile delinquency together with staff, were transferred to the new administration.

Paralleling this development was the recent decentralization of the program through the placement of full time associate regional commissioners for the Youth Development and Delinquency Prevention Administration in each of the 10 DHEW regional offices.

In fact we have doubled the staff since we founded it.

These recent administrative changes are indicative of the Department's renewed commitment to strengthening its leadership role, developing mechanisms for systematic coordination across the range of Departmental programs in the field, and creating an agency which will be a focal point for activities in the juvenile delinquency field.

The following is a brief summary of the activities and accomplishments under the act.

The Juvenile Delinquency Prevention and Control Act of 1968 authorized support to States and localities for planning, rehabilitation, and preventive activities, for training of personnel, for innovative programs and treatment models, and for technical assistance.

A total of $30 million has been appropriated by Congress for the implementation of the act for fiscal years 1969 through 1971. Through March 12, 1971, 383 grants were awarded to States in the amount of $15,066,661. Ninety-six of these grants were awarded to States and localities to enable them to prepare or to revise their comprehensive plans for the prevention and control of juvenile delinquency.

Eight were awarded for planning projects and 123 for prevention and rehabilitation action grants. Grants—118 of them were awarded for training activities and 39 for model programs and technical assistance.

In addition to the $28,603,200 expended under the Youth Development and Delinquency Prevention Administration's program for 1969–71 (1971 is estimated), $108,056,026 were also expended under other Departmental programs.

I am submitting here for the record a more detailed summary of delinquency related activities within the Department and especially of accomplishments under this act. Also the committee has before it the comprehensive record incorporated in the annual report to the

Congress of Federal Activities in Juvenile Delinquency, Youth Development and Related Fields as submitted by the President earlier this week.

Concurrent with our funding activities we have taken a hard look at what has been happening in the field with the help of some outside evaluation. Some basic conclusions are evident and I will name just two important ones:

> A. There are a number of Federal agencies who are, and rightfully should be, addressing the problem of juvenile delinquency. However, their efforts are without overall planning and consequently there has been too little joint funding or other evidence of a more systematic and comprehensive attack on the problem.
>
> B. At the same time there has not been developed effective means for feeding back into programs and State planning the knowledge and techniques being learned from all these activities.

To address these deficiencies we will shortly present to the Congress a legislative proposal to extend and modify the Juvenile Delinquency Prevention and Control Act of 1968 incorporating a new approach, a new strategy. While the administration is increasing its efforts in rehabilitation of delinquent youth, we see that the most positive approach must be in prevention.

This means modifying by joint effort the various institutions in the community, so we can improve their capacity to meet the requirements for favorable youth development, especially of those most vulnerable to delinquent behavior.

In other words, simply more projects will not make a difference. We must modify the functioning of basic institutions which impact on youth development.

The second premise of our strategy is aimed at providing better community based alternatives to divert as many young people as possible from the juvenile justice system.

To develop the specifics of this national strategy we are already beginning under the existing act with the establishment of jointly funded model systems of delinquency prevention in a number of locations.

We are involving the first time a variety of Federal agencies, and their State and local counterparts, in a comprehensive joint planning and joint funding effort which cuts across jurisdictional lines for a multibased attack on delinquency.

We are referring to the program in each location as a "model system." A model system as conceived in this new approach is quite different from the traditional research, development and demonstration project. A detailed statement of these differences has been developed which I have with me for distribution.

A model system is a process of community-wide programing designed to build a bridge between knowledge developing activities (research and development projects), and on going State and local direct service programs for delinquent youth and youth in danger of becoming delinquent.

It facilitates the systematic transfer and utilization of existing and developing knowledge, and draws on the resources of several departments, especially the block grants of the Law Enforcement Assistance Administration.

Technical assistance is equally necessary to bridge the gaps between the development of effective model systems and their incorporation in comprehensive State plans and action programs.

Model systems are being developed with the aid of model systems development task forces. Members include representatives from other Federal agencies administering programs in the field of youth development and delinquency prevention, State and local planning agency personnel, members of the academic community who have exceptional expertise in the field of juvenile delinquency, as well as other national experts and youth representatives.

These task forces will concentrate their efforts initially in four social settings—the inner city, suburbia, the rural community, and the high school and college campus. The primary target group will be composed of the 3,500,000 youth who annually come to the attention of the police or juvenile courts because of allegedly delinquent behavior—but for whom no services have been provided, and about 500,000 youth who are already within the juvenile court justice and correctional systems.

Because of the nature of this approach, we believe the redirection of the program will have a broad impact upon the total national effort at all levels, Federal, State and local. Among other things we believe it will:

A. Increase value received from present financial investment by Federal, State and local governments through higher program quality resulting from the use of the latest knowledge:

B. Reduce or eliminate duplication;

C. Promote program coordination and linkage among all levels of government;

D. Promote the exchange of information and provide a common body of new and developing knowledge;

E. Stimulate joint funding;

F. Assure greater use of intra- and inter-departmental expertise through the development of model systems, new knowledge and practices, and the joint development of program guides and standards.

In the final analysis, the success of this program will depend upon effective leadership in all levels of Government—a willingness on the part of all departments and agencies involved to pool their resources and work together. We can do no less if we are to be effective in combatting this serious social problem.

We agree with you, Mr. Chairman, this is a serious national and social problem. We will be happy to answer your questions and, of course, discuss this approach further as well as activities under the present act.

Mr. PUCINSKI. Mr. Twiname, what is your own background in this field?

Mr. TWINAME. I have been Administrator for a year of the Social and Rehabilitation Service, and before that was Deputy Administrator for a year. I come from Chicago, and worked there in various projects in the city while I was a businessman with a company in that area.

Mr. PUCINSKI. What company were you with?

Mr. TWINAME. American Hospital Supply Corp.

Mr. PUCINSKI. What work have you done in the field of juvenile delinquency?

Mr. TWINAME. I am not a professional in the field, sir. I really came into Government as a concerned citizen. Concerned in many of the same ways that you expressed at the opening of this hearing—that the Government should be more effective in delivering the services that were promised by law, and in solving some of the serious social problems such as this one. That is my basic concern, and that is the reason I am here.

Mr. PUCINSKI. Have you had occasion to read any of the testimony that was presented to this committee on the legislation now on the books before the committee and the Congress adopted the present program by a unanimous vote?

Mr. TWINAME. Yes, sir; I have read parts of that. At any rate, I am familiar with the background of this act.

Mr. PUCINSKI. You see, the thing that disturbs me about your statement is that this is the same thing that I have been hearing for the 13 years I have been here, and I am sure that my predecessors have been hearing it much longer.

Mayor Stokes of Cleveland put the thing properly most succinctly after his meeting with the President the other day when he said that we were—what we need today is operating funds.

Now, I don't know of any subject in the history of our civilization that has been more thoroughly studied than juvenile delinquency, crime, for 2,000 years.

We go back to the ancient writings and hieroglyphics on Egyptian tombs, and we find they were studying juvenile crime. Here we have again a proposal that is going to try to coordinate and bring together—you talk about $750 million in other acts. None of this is going to juvenile crime and you know it and I know it.

It is not going to any juvenile courts. It is not going to any State training schools, and you have got in Chicago, since you come from Chicago, the school for truants which you and I know is a monument to sadism. It has not saved a single kid. If anything, it is a refresher course for crime, and the thing that I can't understand, and I would like to spend this morning with you and your two associates, when are we going to get down to the nitty-gritty of things?

When are we going to start sending some money down to the local level communities and give them operational money?

I want you to know somebody. I am not blaming you or this administration, because the previous administration was derelict in this, too. I want to make sure this is not a partisan issue.

I saw President Kennedy come before Congress, and the first act that he proposed to the Congress and the first act that was enacted under his administration was a $10 million a year research project on juvenile crime.

It was a 3-year bill, and then it was renewed for 3 more years and the President at that time said that he wants once and for all to develop the techniques that are going to give us these answers on why young people become antisocial.

It was a magnificent speech, and the Congress responded, and I remember myself working very hard for legislation. We went through $30 million of research. Then we went through $30 million more of research. We have got research coming out of our ears on this subject.

So now we have structured a bill which is Public Law 90–445, which all of us had worked very carefully and very hard on, and it is an operational bill. It is designed to give local communities the kind of help they need to become operational.

Why is it, then, that we cannot get the Federal bureaucracy under Democrats or under Republicans to realize that you have got a crisis in this country in youthful crime, and as nice as your statement is, it is just another wad of paper. It does not tell us a thing about what you plan to do to help local communities.

As Mayor Stokes said, "We need operational funds." That is the great problem in America. We keep building a new program on top of another, on top of another, on top of another, and these local governments have all kinds of programs, all disjoined, when what they really need—and I don't mind telling you that I agree with the President on his revenue sharing concept. I support the President on his revenue sharing because I believe the time has come when we ought to give those local governments the money.

Now, we have in this bill set up some broad criteria on how this money is to be spent, but what is wrong with giving local communities some money and saying, "Then go to it, Tiger, get going with this program"?

Instead of what you are talking about here. This is another one, another model systems. You don't have to tell a local mayor or a local police chief or a local school superintendent, or the director of the Arthur Audy home in Chicago, or the director of the Illinois State Reform School. You don't have to tell him what he ought to be doing. He knows what he ought to be doing, but you ought to give him some money to do it with.

What is wrong with that approach?

Mr. Twiname. Mr. Chairman, I think you will find when we get into the details that we agree very much with what you have said, and that we are trying to find a way to overcome the problems you mentioned. I am not surprised that you support the President's program on revenue sharing, knowing that you come from a city where these problems are most prevalent. Local people need flexibility to address these problems directly, and that is why the $5 billion revenue sharing and subsequent revenue sharing bills have been introduced.

I think operating funds for these purposes is what the President has in mind. As you have further stated, one of our problems has been that we have layered program after program at the Federal level, and have made it difficult for local people to get a sizable staff to try to figure out how to get the various funds from these different programs and categories and in some way to satisfy federal requirements to make a coordinated program at the local level.

I am sure Mrs. Hicks knows that from Boston. It is a difficult job trying to work with the Federal Government when there are many different sources of funds for the same purpose from different places.

I think when we look at what has happened since the act was passed in 1968, we can see some conversions of forces that have brought us to this idea on how to get more action and more results from the money we invest. Perhaps we could review a little of that history.

Mr. Pucinski. Let me ask Mr. Peyser to ask a few questions, and then Mrs. Hicks, and then we will spread this out.

Mr. Peyser?

Mr. Peyser. Thank you very much.

I am looking at the existing act and the proposals. To a certain degree I agree with the chairman's comments here of getting money out into the field where the problem really is.

One of the things that concerns me very briefly in the Department's report here where we list crimes, juvenile crimes, that cover everything from murder, rape, larceny and so forth, no where in this do we reflect one of the primary causes, what the primary cause today would be for much of the juvenile delinquency that is going on.

Would one of you gentlemen care to answer that?

Mr. GEMIGNANI. Yes. It is difficult to ascribe any one cause to delinquency. Certainly there are a lot of causes. There are those youth that for some reason, becuase of psychological and emotional reasons do——

Mr. PEYSER. Isn't there one thing you can point to?

Mr. GEMIGNANI. If one looks at prevention, which is the primary concern of our administration at the present time, because this is an area that I think is the most neglected of all, then we can begin to focus on such things as the institutional structures of the community—these social institutions that focus on youth and youth development. We ought to examine if these institutions, such as schools for example, allow or impede access to socially acceptable and personally gratifying social roles on the part of young people.

The lack of access to socially acceptable roles oftentimes begins to cycle a youngster into delinquency. The school dropout, for instance, who is not getting his needs met in school gets frustrated with that institution resulting often in alienation, estrangement, and so forth.

That same youngster gets labeled as a school "dropout," or so-called, "bad boy." Labeling results in his being locked into a role that locks him out of the general stream of the community.

Should additional difficulties move him into the juvenile justice system, he gets further labeled and further locked out of the community, and the process becomes more difficult in moving him back.

Mr. PEYSER. If I may interrupt, I know you are giving me a background of what happens as this problem develops. In New York, I believe that one of the primary causes today for the crime that we are talking about in here relates to the field of narcotics, which is what I am trying to bring this point around to.

In other words, this is where the—today, and this is different from where it was 20 years ago—but today in New York one of the primary problems is drug abuse.

What I am interested in knowing is, within the scope of this new program or the old program, is the availability of money to get to areas that are working at this problem in the field, that are working in the area of narcotics, because when you talk juvenile delinquency today, I say in the crime area, the serious crime area, which is what we have listed down here, you are talking about drugs, and I would like to know what is done in this program in relationship to drugs, and is there anything in this program that gets money down directly to the areas that are handling these problems, or trying to?

Mr. COHEN. Could I interrupt?

Mr. PUCINSKI. I would like to support what Mr. Peyser is saying. The statistics show the portion of young people arrested as abusers of dangerous drugs between 1964 and 1968 has doubled.

The percentage of arrested abusers in 1964 was around 12, and in 1968 it is 24 percent of all those arrested. Obviously Mr. Peyser is absolutely right when he points out that the largest single increase in the incidence or cause of arrest has been drug abuse, and I think his question is a very valid one.

Mr. **Bell**. May I ask a question here?

Mr. **Peyser**. Did you get an answer?

Mr. **Cohen**. Before we specifically answer Congressman Peyser's question with regard to the drugs, I think it is important to realize that he prefaced that question talking about, in a sense, a cause and an effect relationship. I think it is very important to realize that drugs, while they may seem to be a cause of the crime, are in themselves a result factor, rather than a cause factor. We could come up here with drug people from HEW and look at that as a cause of crime, and someone from Justice, or ourselves, could defend the fact that the system is reinforcing to make kids more bad or less bad—usually more bad—and then we could look at the schools and say they are not doing their job.

The important thing to realize here is that drugs are a result, as much as a cause, and that you have the entire impact of all the social phenomena of technology in an increasingly urban society as the cause.

When we come up here and say that only $10 or $15 million dollars are being spent for JD, and then expand it to show you what other programs are doing, it is imperative for us, I think, to realize that the whole atmosphere that kids grow up in today is having a cause and effect relationship. There are hundreds of causes running around.

You can't just point to one. Admittedly, drug use is going up, and admittedly crime is, you could say an outgrowth of the drug problem. But the problem itself is an effect and a result. The chairman raised the question of our background. I taught criminal law for a year, and I looked at the problem of youth crime. What you find, when you cut underneath, is that drugs are the cause, bad schools are the cause, the judicial systems are the cause—it is the whole impact on that little kid growing up in an increasingly urban and technological society over which he has little or no control that gives rise to the pent-up feeling that has been going on since the Egyptians were studying the problems with their kids.

Mr. **Peyser**. I recognize that drugs are a symptom of the problem. But we are talking about juvenile delinquency here, and I am saying that if you applied the 24-percent figures that the chairman just gave, if you applied that percentage against the serious crimes listed in here, you would find the murders and the thefts and so forth represent far higher of 24 percent of those who are involved with drugs.

In other words, the drug becomes the biggest single factor in any of these crimes listed. I recognize the symptom argument which takes in a much broader scope of the whole program, but in juvenile delinquency my question really is, is there anything in the program today, and this could be a yes or no kind of answer, that is directly putting money into the field where drug problems are involved and can be worked on to, hopefully, eliminate some of the juvenile delinquency.

Mr. **Gemignani**. Let me speak for YDDPA. We do fund some drug programs, but although drug abuse might be the behavioral form in which the program is interested, it goes to a much broader concern in terms of the community—those things that are affecting young people in that community that are causing them to use drugs.

Yes, drugs are a concern, because they are a behavioral form today that does concern us tremendously, and they ought to. But I think any behavioral form, regardless of whether it is drugs, or auto theft, or burglary, or gang activity, necessitates a broad community approach.

Mr. PEYSER. Thank you.

Mr. TWINAME. I am introducing to the committee the chief of the Center for Studies of Crime and Delinquency, Mr. Saleerm Shah. It is very hard for us to give testimony on any part of our effort, here, especially as a Department, with so many agencies involved. I would like to invite him to sit with us and perhaps participate.

Mr. PUCINSKI. Fine.

I might follow up on the question asked by Mr. Peyser. Reading from the report on juvenile problems, they point out that the law enforcement assistance administration, too, feels that juvenile crime is a proper area for its activity. All grants in fiscal 1970 were made for juvenile delinquency programs.

In fact LEAA has poured over a hundred thousand dollars into Philadelphia to combat the juvenile crime problem, while the response from the Department of HEW has been virtually nil. I believe the point Mr. Peyser is making is that if you are going to rely on safe streets and other bills you are going to force these youngsters into a program designed primarily for adult criminals.

It has always been my contention and my belief that if you have any hope of saving a young person, you ought to try and develop programs in that direction, and I am interested in seeing that the other committee says its contribution has been nil in this field.

Mr. TWINAME. I would comment in this way. I guess it is hard for Congress and for an agency to think in terms of the total effort because here the committee is setting HEW as over against Justice or other agencies, while we are trying to think of the effort quite sincerely as a total administration attack.

Perhaps, that is a new view, but I think it might be a practical and effective one because of the block grant authority that is flowing through essentially to the same groups at the state level. You mentioned Mayor Stokes, or perhaps the Philadelphia people. You say they have ideas of what they want to do.

It is the operating funds that they need, and through this block grant program of the Safe Streets Act, they have moved from, I believe it is something on the order of $3 million in 1969 to $33 million for juvenile delinquency prevention and control in 1970. This year it will be double, up in the sixty millions of dollars, for action programs.

What they really need, and what we are saying, is not competition in the sense of giving them these funds and special directions, it is a way of complementing activities of that block grant and some of these other activities to bring them together in a more coherent and cooperative way on the local level that really gets somewhere, instead of setting up a lot of bureaucratic competitions over who gave the money to whom. We are really trying to keep our eyes on the ball and get to the problem.

Mr. PUCINSKI. We will have the LEAA people before us, and I am willing to bet now that when the record is completed we are going to find that very little LEAA money is going for juvenile crime prevention. It is lost in squad cars and radio equipment and other things that obviously they need under safe streets, and that is why we wrote this bill the way we did in 1968, because we well knew that competition for the tax dollar was keen, and we know we are going to have a lot of people come in competing for that dollar.

Mrs. Hicks?

Mrs. HICKS. I agree with you, Mr. Chairman, that this problem has been studied to death and we seem to get all tied up with the rhetoric of the problem rather than in solving the problem.

I have noticed that the Federal funding seems to be beset by a bureaucratic maze of people, who seem to hire highly paid administrators to talk about the problems, but they do nothing about them.

I found this in the city of Boston, because when we went up to the attorney general under the law enforcement act to try to get some funds for action programs for our juveniles, we found out there is plenty of money, but the only thing it is there for is research, and I just feel exactly the way Mayor Stokes and the chairman feel, that what we need right now is operational money to be made available for programs in this area.

I don't know why you have to do any more research on the problem, because the problems of juveniles are the same the country over.

They are only different geographically. The problems in Boston are the same in Chicago. So that I would hope that you would have some programs and money made available for them.

Is there any way that instead of each State having to go forward with a program, that after a program has been accepted you could bring to the State seeking funds—the program that is working elsewhere, and thus you seek them out rather than have them seek you out.

What has seemed to be the problem of the States to get $50,000 that they have to spend $30,000 making up the program and the research.

Mr. TWINAME. Mrs. Hicks, I could not agree with you more, and with your entire statement. I think this is the administration position: let's get the localities operating money through the general revenue sharing, through this block grant which has just been proposed with special revenue sharing, and with juvenile delinquency connections to it by the Youth Development and Delinquency Prevention Administration.

Then, what this administration and the department, is up to, as I have outlined only briefly in the statement, is the transfer of knowledge.

This is what people are asking for. They are saying, we have done a lot of research. There have been projects all over the Federal Government. What has been learned from them?

We have State planners coming to us asking for the accumulation of knowledge that came from this research, and we are saying if we could do nothing else but help States get that basic information, the transfer of the knowledge, the technical assistance necessary to put these programs into effect with this action money, then we would have served a very high purpose in the direction that you have just set forth. That is our strategy.

Mr. **Cohen**. That is the perfect link up, Mrs. Hicks, between the special revenue sharing and the model program that will be proposed and is mentioned in this report. You could not have said it any more precisely, nor could we have said it any more precisely.

Mr. **Gemignani**. Let me comment on that, because I think I may be able to bring a little focus on the problem, and we do agree there is a problem.

Mr. Pucinski indicated there is a money crisis in this field. I don't think we are here to argue over money for juvenile delinquency programs. We all agree that money is needed for these programs.

I think, however, there is an additional crisis. We lack in many communities the ability to constructively and meaningfully spend the money that is there and available.

Let me tell you about what some of our findings have been over the past year.

We found in our review of State comprehensive plans submitted to us for funding under our Act, and also in our review of the delinquency portion of the Omnibus Crime Control Act plan as submitted to the Law Enforcement Assistance Administration, that generally throughout the Nation there is a lack of good planning principles.

There is a great deal of confusion about what constitutes prevention. We even lack a definition of prevention, nor are we able to package together programs to really do something about young people at any given time.

As we move around the States, and we meet with State planners, particularly juvenile delinquency planners, they are constantly telling us, "look, we are getting money, but what we need from you is technical assistance and guidance on how best to spend that money in the development of good programs."

Mr. **Pucinski**. Would you yield?

I cannot, with all due respect to what you are saying, bring myself to believe that there is one institution then in this whole country anywhere, whether it is a little village, town, hamlet, city, county, or State that says, "we have got the money, but you tell us how we best can spend it on programs."

Why, they have programs coming out of their ears, everyone of them. So I am sorry, but I can't buy that.

Mr. **Gemignani**. We are concerned about the types of programs funded. Oftentimes all we seem to do is to purchase more of the same with our money—more probation staff, more parole agents and so forth.

In the State of Maryland, for instance, almost 50 percent of the youngsters that appear before its courts are there for truancy and runaway offenses. In the county of Los Angeles, approximately 60 percent of the youngsters who go through juvenile court do so for violations of section 601 of the Welfare and Institutions Code, which is danger of becoming delinquent.

Here are situations where we ought to divert those youngsters from the juvenile justice system into alternative types of programs—programs that don't label the youngsters as delinquents.

We are very concerned about how that money is being spent. We feel an obligation to offer the necessary technical assistance to move positively in this direction.

Another item that needs to be pointed out is that as we plan programs at the State or community level, rarely are we able to profit from successful experiences that occurred in other parts of the country, nor are we able to profit from serious mistakes.

As an example, we are in the process of funding a program in a particular city in this country which is one of our model cities programs, and they are setting up a youth service bureau, a referral bureau as there is no place to refer those kids in that community.

The problem is that we lack the ability to pull together the type of technical assistance and leadership with the money in terms of the ability to set up viable programs in the community.

Mr. **Pucinski.** Mr. Bell?

Mr. **Bell.** You talked here a few minutes ago about court calendars and the aspect of diverting some of the youth away to an area where they can be treated with a little more rapidity.

Do you have any suggestion for getting around this court calendar thing, as an example?

The court calendar is one of the biggest problems with juveniles and other suspects. How are we going to get around the court calendar process in which we narrow them down to, say, 60 days by which time a person has a right to come to trial, whether he be juvenile or what.

President Nixon has been emphasizing that, I think.

Mr. **Gemignani.** Over crowded court calendars are a problem. We must find alternative programs to the court. Again, let me mention the youth services bureau type of approach. For instance, we funded a youth service bureau in Chinatown, San Francisco, where there has been a growing problem of delinquency in the Chinese community.

A great many of the Chinese youth who were originally picked up by police and brought to the juvenile court are now directly referred to the youth service bureau. It has diverted a good number of young people from the juvenile court in that particular community.

There are many other similiar programs that could be utilized. In addition, I think we need to take a serious look at existing institutions of the community—for instance, if a school in a particular community sends kids to court because they are truant, then I think there is something wrong with that school, and we need to do something to modify that school's approach to such problems and to eliminate their sloughing them off on the court.

Mr. **Bell.** Mr. Gemignani, how about this as a suggestion to put in the bill? Supposing we were to suggest at the Federal level and encourage it at all levels, that the presiding judges of juvenile and other courts, provide a month for each of their judges to take night court cases?

I understand that a lot of the cases get good and jammed up because a lot of these kids come in at night and nothing is done about them for some time.

What about a demand, or a strong suggestion, that all presiding judges provide for night court sessions and assign night court programs to their calendar?

Mr. **Gemignani.** I would have no argument with that, but I think I would go further. I think probation departments ought to be able to do a much better screening process to keep youngsters out of the court and handle them informally.

My concern is about the vast number of youngsters who get into the court in the first place, not only court, but institutionalized for such crimes which if committed by an adult would not be a crime to begin with.

There is a much broader and deeper concern that we have and——

Mr. **Bell**. Then they are thrown with the other suspects, some of whom are hardened criminals, and they stay there for a long time waiting for their case. It seems to me that this is where the bat meets the ball. If we get our court cases going and separate them in some way——

Mr. **Gemignani**. We have ways to deal with over institutionalization. In California—I believe you are from there—the probation subsidy program has worked wonders in cutting down on institutionalization.

This is a State with a growing population, and yet they are closing institutions.

Mr. **Bell**. Let me ask you about a point that has not been mentioned. What is the rate of recividism at these juvenile detention homes they go to?

Mr. **Gemignani**. I don't have the exact rate, but the recividism is very high, and the more involved a young person gets into the justice system the higher the recividism rate.

Mr. **Bell**. My personal belief is, that the more involved either an adult or a juvenile becomes in incarcerating institutions, the higher the rate of recividism. I think these institutions need a good house cleaning in many cases.

Mr. **Gemignani**. Yes, sir.

Mr. **Bell**. Is there anything done about the type of personnel that runs these institutions? Perhaps there is a parallel between the type of personnel in a juvenile institution and the rate of recividism, as I believe there is in the penitentiaries. If this is true, then it seems to me that is another area we are not attacking. Perhaps we ought to use a little more intelligence in the way we select and pay people that work at institutions and the so-called wardens of these institutions.

This might be another route that we could attack about which I have heard nothing mentioned.

Mr. **Gemignani**. I could not argue with you, Mr. Bell, on the fact that we do need to do a great deal more toward bettering the institutions for those youngsters that do need institutionalization. I think there is a much more vital question, and that is how do we keep young people out of institutions in the first place?

Mr. **Bell**. I could not argue with you on that, but nevertheless, once you are there, what do you do about it? It could be that a substantial number of the crimes are committed by youngsters who come out, having been hardened and toughened by the institutions that are supposed to rehabilitate them.

It is a serious error in our system, and it certainly is present in our incarcerating institutions. There are many of them in many States that are just terrible.

Mr. **Cohen**. Mr. Bell, you are a hundred percent right. The three points that, as I understand it, you made in terms of the speed with which you handle people, is correct. The LEAA and we are very aware of that problem. It is only recently that we have focussed on the fact that it is not so much what you do with people in terms of moving them into a correction system or into another alternative system, but the speed with which you do it. That is a very big problem that LEAA and we are going to try to move on. We are moving. The other important point in terms of the recividism that I think you have made, and one with which we agree, and Mr. Gemignani, is very active in this area, is alternative institutions to incarceration. Alternatives to keep people in the community and get a little steering or a little sail out to move them in a different direction.

This is critical and a lot of this work has been done under the 1968 act. We are moving in that direction in terms of half way houses, and in terms of combatting the drug problem you mentioned before. We are keeping people in the community so they don't get placed in a 24 hour school to learn all the wrong things. We are very happy and, I think gratified, to hear you state that you think that this is the right way to go.

Mr. Bell. If I may interrupt you here, I think it is logical, common sense that the rehabilitation programs are failing in the penitentiaries. If there is any place where rehabilitation ought to succeed, it is in the juvenile detention places.

Mr Cohen. Practitioners in the field of juvenile delinquency acknowledge that so many of these people who go into the institutions are in a sense functionally illiterate. Because of just bad schools and the whole environmental problem of not being taught when they were younger, we have to have in a sense, programs to help them catch up on basic reading and writing ability.

Mr. Bell. There is something else, too. You have to find a way to motivate these kids to want to do writing, reading, and arithmetic. Many of them won't attend the classes, won't pay attention, and will be the same little kids they were before.

Mr. Cohen. You are accurate.

Mr. Bell. You have to put the kind of people in those institutions that can motivate them.

Mr. Gemignani. This reflects directly on the problem we discussed regarding the use of funds. We find that in some States, the more money we put in the more of the same things we buy into ineffective correctional systems and programs.

Until we are able to divert not only money but expertise and technical assistance to the States, we are going to continue along the same lines.

In recent years, we have put more and more money into this field, and yet delinquency rates have skyrocketed.

Mr. Bell. Before I close, one more thing. It just seems to me that despite the cause and effect feature you mentioned, we are playing down a little bit the role of narcotics when the kids are in the institutions, their families and friends come there, and slip them more narcotics.

So narcotics are in the institutions themselves; this is a bad situation, in my opinion. I don't know what we can do about it, but I think we have to attack it, and I think one of the important ways to attack it that is left out is the institutional level; I am going to suggest here, introduce an amendment, to increase the funds for institutions themselves to study the management, the motivation, and the education of their inmates.

Mr. TWINAME. Mr. Shah might respond to that, if he may.

Mr. SHAH. You have made an excellent comment, Mr. Bell, about needing to motivate these youngsters in training schools. I think one of the prime examples is about some of the instances I have heard, about we have had enough research, I would argue with you. Everyone knows kids are dropping out of schools at high rates. We also know they don't seem to adapt very well to the middle class oriented educational system.

Why hasn't that knowledge been applied as we know it?

I don't think it is fair, or appropriate, to balance action money against research money. I might simply remind the committee that something like 15 percent of our defense expenditure money goes into research, and a fraction of 1 percent into crime and delinquency. Are we to assume that we already have to have such a fund of knowledge, technology?

There are the most pressing problems. I think there are technologies developed that motivate youngsters.

As a matter of fact, a project done under the act which has been described over here, the national training school right here in Washington, D.C., manages to increase the standard achievement score of juvenile delinquents, something like two grades in 6 months.

That is not just a question of personnel, but technology, a precise, more powerful teaching technology. This is the kind of research we are supporting at the National Institutes of Mental Health, and this kind of knowledge needs to be funneled into the action programs.

Mr. BELL. I think what you are saying is very effective. One of the important points to remember is just what you are saying, the fact that they have already been dropouts, probably, is certainly going to hinder their adjustment to education in the different institutions; they have to be motivated as you said a few minutes ago. How do you bring that about? You have to have the kind of personnel that can motivate these kids. Every kid is different; one type of motivation might apply in one case that may not work on the other.

Mr. SHAH. I might reiterate the point that we are talking about crowded court calendars. We are talking about an influx of cases, and the outputs are very limited so you have a backup, and you are talking in a sense making some more holes in the receptacle so the water, if you wish to use that analogy, can go out faster.

I suggest that too many youngsters are being funneled into juvenile justice systems to begin with, and we pay a great price for that.

There is no reason why running away from home, a youngster who is truant from school, which may be more a reflection on the classroom than on the kid.

That leads to big loads on probation, poor conditions in training schools. I would suggest that there are far too many youngsters who are being labeled as delinquent, and it is a label; it is not a condition like malaria or typhoid that a person has or has not. I think the basic point was made earlier that there are too many youngsters who do have problems, but these should not be handled by the juvenile justice system.

Mr. BELL. Perhaps that, or perhaps the juvenile system ought to develop a halfway house, which is not like being incarcerated; they treat you like a kid in school, there are no guards and an attempt is made to develop psychological understanding.

Mr. SHAH. There are some very good programs along that line going on, where the youngster is provided something in between probation, and institutionalization.

The youngster goes to a public school, but from the halfway house rather than from home. He goes home on weekends. If he is having problems, he can come back to the halfway house just for a weekend. He does not again have to go right back to the institution, even if he is having problems.

Mr Bell. Just to take a different tactic, would you suggest that perhaps as high as 60 percent of any kind of serious crimes are committed by recidivists?

Mr. SHAH. That is a fair statement if you are talking about adult crimes; yes.

Mr. Bell. Doesn't that again point up that the most important aspect of this bill should be toward the improvement of our system of rehabilitation?

Mr. GEMIGNANI. Yes, but important also is that you can't isolate the juvenile justice systems from other institutions of the community.

What would happen if suddenly you divert 200 youngsters from the juvenile court of a community?

You, by necessity, have to do something with your school in that town by getting them to look at the youngsters in a different way and offer them services that they were not being offered in the first place.

You have to look at the labor market, if they are employable, If they can hold jobs you may have to get them certified by a high school diploma.

You may have to look toward the welfare and health systems in taking care of those youngsters when they are out.

Mr. BELL. My time is past.

Mr. MAZZOLI (presiding). The chairman has left, and he asked me to keep a watch on the time. Gentlemen, I have sat here this morning and I have been interested in what has been said, and I have been as frustrated as I imagine the people who are in charge of these young people are. They are as frustrated as I am today in being unable to do anything, either from lack of money or from lack of proper support.

I would like to ask some fairly basic questions to clear up my mind on this thing.

I will ask Mr. Twiname, since you started off today. Do you generally agree that family insecurity and family instability have promoted to some extent juvenile delinquency; yes or no?

Mr. TWINAME. Yes.

Mr. MAZZOLI. Do you feel the same way about poverty, that the incidence of poverty has produced an exacerbated juvenile delinquency problem?

Mr. TWINAME. Yes.

Mr. MAZZOLI. Overpopulation, or overconcentration of people?

Mr. TWINAME. Perhaps.

Mr. MAZZOLI. And drugs?

Mr. TWINAME. Yes.

Mr. MAZZOLI. Those things exist, yet your basic effort in YDDPA is not to look at these causes so much as to examine and study more programs to help the juvenile delinquent who is already a juvenile delinquent. Why study the delinquents further? Why not attack the causes?

Mr. Twiname. No. I am glad you gave us a chance to clarify it. I think we ought to talk about an example of this model system approach. We are not talking about more studies, because NIMH is doing studies and others are doing research. We are not talking about just more projects, one to address a poverty situation and one to address a drug situation, because they don't get pulled together, as has been discussed here.

What we need to do—and this is our approach—is to pull together what we have learned in isolated projects in a way in which they can properly assume an interdependent role within a community. If one project becomes successful and diverts a youth out, it has to be picked up or addressed by another institution. What we are looking at is how can we get at the comprehensiveness of the problem, because you have named factors that are all present in many of our communities.

In the model systems approach, we're saying—the Youth Development Administration, and others in the department, such as education, and vocational rehabilitation effort—that the most important role the Youth Development and Delinquency Prevention Administration can provide, as this committee authorizes under the act and which we will propose some amendments to, is to bring this knowledge together and to be a catalyst, to be a leader in developing a more community-wide approach.

We can give an example of what we mean by a model system. It involves bringing together those who have funds, who have expertise, who are addressing these different problems that you mentioned at the Federal level, working through those same counterparts at the State level and picking out communities where the institutions and the officials want to do something about these problems, and getting them to be able to each pick up his own responsibility in carrying them out.

We can give you an example to show how, for the first time—for the first time in government, really—we might pull that off. If we could do it, I think our frustrations would not be that we are putting all the money in and having all these projects and not having much to show for it.

Mr. Mazzoli. That gets me to the problem I am having here. That is, if we are not treating so much the causes, that is, you are not directly concerned with the overconcentration of people, or drugs, or these other things—we have many agencies in government now that are focusing precisely on those. You are simply identifying those as causes; then you are trying to cure the ills without getting at the disease.

You say you are going to try to work with a child with vocational training, and an improved court system, and so forth. But I wonder if we have not got the cart before the horse in this agency you head?

The second part is, why should it even continue to exist at all when all it simply does is act as an umbrella. Because I for one do not think we have all wisdom and all knowledge up here in Washington.

I am quite prepared to accept my colleague from Massachusetts' feeling that in our localities we have quite qualified people who know what to do with the problem if they had the available funds.

So give me the rationale for your continued existence, if this same money you are playing around with could be diverted to local communities in the President's revenue-sharing plan?

Mr. **Cohen.** I will leave to Mr. Gemignani and Mr. Twiname the rationale for their continued existence, although I agree with it.

Mr. **Mazzoli.** I would be surprised if you did not, since you are an employee.

Mr. **Cohen.** No, I am employed in the Office of the Secretary, and I would like to address the first part of your question, which is more a departmentwide question.

You pointed to a number of things, namely family life, poverty, and drugs as just three components.

I very much appreciate your support of the revenue-sharing program, which will get that operational money down to the people who do something in the streets and in the communities, but I think it is important to realize, sir, that the comprehensive attack on these problems is reinforced by not only revenue sharing, but by the programs scattered in different government agencies. Today the President will send to the Congress his reorganization plan which will bring together in the Department of Human Resources a lot of these now scattered programs from OEO, from the Department of Agriculture, et cetera. All of them bear on this problem, and when we at the departmental level look at them, all these resources are there and we try to piece them together. I think the single biggest step that has been taken to close the poverty gap is the family assistance title of H.R. 1 now being discussed in the Ways and Means Committee to give people an economic security floor.

So in terms of defending the actual program, I will leave that to others, but in terms of the comprehensive approach, we in the Office of the Secretary are looking at precisely that problem and trying to coordinate these various programs.

I am not so sure what I was saying is worth recording, but this new Department of Human Resources will be looking at that problem.

Mr. **Pucinski** (presiding). Mr. Twiname, I appreciate your point, but I sense that would be very narrow for us. Even though we are making a point to the committee today about the administration's total activities I think we would be too narrow to say that it really, where juvenile delinquency—the President's Welfare Act which would close the remaining poverty gap by 70 percent is an important step that concerns itself with juvenile delinquency, I appreciate your taking that broad view, but I think Mr. Gemignani can give you an example of things that we think can be done and that are being done——

Mr. **Mazzoli.** What I want to know, and this is the final question, is, why should you continue to exist and take the money and dispense it, or organize the dispensation of it when this money could be laid in the hands of the people at home, which is certainly in the line of the philosophy of the President, and of this administration, and I think at that point the argument is would it be more efficiently used at home that way, or through you all?

Mr. **Germignani.** Let me try to answer that.

You asked several questions, so let me try to get at all of them. Your concerns regarding poverty and so forth concern us also. Those things contribute not only to delinquency, but to many of the social problems we have in the country. There are many ways one has to address himself to those particular problems.

We don't negate them in terms of our approach. Relating to another of your concerns I would point out that the majority of our funding is at the community level.

The model systems we are talking of are community model systems, and the programs are developed by the local people in the area.

In response to your concern for getting more money out to the community, I would agree with it.

We are not talking about a massive amount of money in this program. We are talking about the utilization of existing funds to influence the quality of programs being funded by other sources.

In the development of our programs we intend to bring together national task forces in each of the various social settings that we have outlined.

Incidentally, when one mentions the problems of poverty, as we did earlier, as a causitive factor in delinquency—that factor becomes less important in the suburbs, or rural areas. Here you find less poverty and family disorganization, but delinquent behavior continues to persist.

The national task forces presently are composed of personnel from the various Federal agencies that fund heavily in this field. Those would be, for instance, ourselves, NIMH, Office of Education, Vocational Rehabilitation, and the Departments of Justice, HUD, OEO, Bureau of Indian Affairs, and so on. Federal staff is joined on the task force by some of the leading experts in the universities together with leading practitioners to pull together the best knowledge and skills in the field. The task forces will also assist in the transfer and utilization of knowledge.

As we go to a site location to develop a program, the task force picks up additional people. These include both State and local representatives. Youth involvement is encouraged at all levels in this process.

The task forces will assist in developing programs both to meet common needs and as a base for the utilization and transfer of knowledge.

Mr. **Twiname.** Mr. Chairman, I think this is very important. This has never been done before. The fact that this administration has money that in effect brings other players to the table and which causes interest to be present at the State level, makes them willing to get together in a planning venture and select a site in which local people are willing to work together toward this problem. This is the thrust of it.

Mr. **Germignani.** Mr. Mazzoli, we are talking about, of course, something that we are proposing for the future, although we have gotten some headstart in trying to gear up for what we would like to do.

The task force that is presently furtherest ahead in the process of developing model systems, is our task force for rural America.

I would like to tell you a little bit about what they are doing so as to give you some idea of this and also how it is operating.

Mr. **Mazzoli.** Mr. Chairman, may I suggest, I have gone over my time, and Mr. Quie is here.

Mr. **Quie.** I would like to ask some questions.

Mr. **Pucinski.** Why don't we come back to that in a moment?

Mr. Quie. Thank you.

It is good to see you men here. This is a subject that many of us on this committee have been grappling with, now, for a decade, and I guess you heard this morning some of the feelings about it.

We have been concerned for a long time that so much of the money was spent on research and planning, or pushing pencils in an office, rather than helping any child or juvenile delinquent.

The concept you have of developing this system intrigues me.

I think it would be good if you did not spend all your time pushing pencils in offices rather than helping children. Many times on the local level they are so busy trying to put out fires that they just are not able to engage in the kind of development of an excellent program and they need some outside help.

This is true.

But when you talk about developing and testing new approaches, techniques, and model systems and seeking new knowledge about the development of delinquent behavior, it seems to me we ought to take what we know now and put it together.

When you mention, however, transferring such findings into programs, I like that idea. One of the problems is that the research has been conducted and there is no way of disseminating it for people to use, or at least in a form they could recognize and use it.

I think there are some outstanding programs. I don't know whether it is this subcommittee that went out to the Red Wing Training School in Minnesota or not. It was some other subcommittee, I guess, that went to Red Wing and saw the training program.

Here is an excellent example of a correctional institution that had nothing but troubles for years. They were merely incarcerating boys, who were out for awhile and right back in again.

They are different than your colleges. The alumni come back here because they were sent back.

Then something happened there. They put together a number of Federal programs, so they train the young men and they go out with a skill. They are no longer dumped out in the cold world.

They set up a system where they have friends—a system like Alcoholics Anonymous. Young men rarely come back now.

I think there are excellent programs existing now. I would like to see a closer relationship with the LEAA. It seems to me senseless to have the Justice Department running one program and other departments running other programs, unless they are tied together.

The last thing I would like to add is that it is my feeling, one of the difficulties facing young people is that they are virtually denied the opportunities for a job when they are fed up with school and want a secure job.

They have the ability to do the job, It is not just the laws that keep them out of the job. It is the attitudes of employers.

There is a tremendous potential among young people to assume responsibility if given a chance. I like your idea of developing model systems that tie everything together, but if you are going to spend more money on research I would not have anything to do with it! We wasted money in the early 1960's on that.

Mr. Germignani. If I could comment on that, first of all, it was Congressman Pepper's committee that went out to Red Wing.

Mr. **Quie**. Yes.

Mr. **Germignani**. It is true that no one picks up on the successful programs we have long funded and transfers the knowledge elsewhere where it is needed.

I don't mean picking up the model and superimposing it, but picking up the knowledge and the skills to give someone else the benefit of those successful experiences.

The other thing is that, yes, our commitment is to utilize existing knowledge, to utilize the knowledge gained from programs funded over the last 20 years in this country that have been put on the shelf someplace.

We also think that whatever research is being done can be brought into the model systems. This is not a research program. It is a program to bring together the best existing knowledge together with the ability to make full utilization of it.

A model delinquency prevention systems program is a national program, a program which we could bring people in from outside, either local people or State people and train them on site location on the best techniques in planning and implementation of programs, whether it be in the innercity, the suburbs, or the rural setting.

Mr. **Cohen**. Mr. Quie, I would like to follow up from something we discussed yesterday. It is precisely for that kind of reason that we will be proposing on the part of human resources to bring education, manpower training, and job training services together.

You remember that was discussed yesterday.

Mr. **Quie**. Well, I would be enthusiastic about that concept in about your proposal. But I would say limit it to that, rather than getting out into the old mistakes. One thing we want to recognize is that we don't want to repeat the mistakes in the past over and over again.

That is the only point I wanted to make.

Mr. **Pucinski**. Mr. Badillo?

Mr. **Badillo**. I don't have any questions, but I have a suggestion. That is with respect to the use of model systems, you know, the term model has become a bad word in many of the slum areas in this country.

We talk of a model city and we can't even clean the streets, and especially I find that when we don't know what to do we come up with a new euphemism and we say we are going to develop a mdoel system.

In a community that has severe problems, like east Harlem and the Bronx do, and pretend we are developing a model city to deal with the problems—if we can come up with even one solution to the problem people would be grateful.

So I want to suggest to you that the term model which may have been popular several years ago when the Model Cities Act was passed is no longer in use in the very severely afflicted areas of this country.

Between these——

Mr. **Twiname**. I think that is a good observation, and I would agree we could get a better way to describe a joint funding.

Mr. **Badillo**. The process of trying to find out what to do.

Mr. **Gemignani**. You do have a definition before you which differentiates it.

Mr. **Pucinski**. Mrs. Green?

Mr.s Green. I have no questions at this point, Mr. Chairman.

Mr. Pucinski. Mr. Twiname, I wonder if you can tell us why did the administration only ask for $15 million for 1971 when the authorization is for $75 million?

Mr. Twiname. Perhaps we could go into what transpired since 1968 in relation to the block grant money through the Safe Streets Act, which we have used, really, in working together with the Justice Department, and will continue to use.

It is the basic block grant program which, with our own act, was focused at the same planning committees at the State level. As you could understand in talking about the local people you referred to before, they wanted to come up with one comprehensive State plan and get the action funds from one source to do the things they wanted to do. We are both, that is, the Youth Devevelopment Administration and the Law Enforcement Assistance Administration, working with the same planning group.

If we generally do work together, it hardly seems appropriate to try for the same purposes, to do this basic funding job. Now with amendments to the Safe Streets Act, the basic authority to use block grant money is the same as in the act we have here.

Mr. Bell. Would the gentleman yield?

Mr. Pucinski. Yes.

Mr. Bell. Would you answer why President Johnson had a $15 million proposal in his 1970 budget, and the authorization was $5 million?

Mr. Twiname. I can't speak for President Johnson in that. I can say that the Congress—I am not clear about what request was there—but when we entered the scene in 1969, we found the Congress appropriating $5 million. That money was not spent until almost the beginning of fiscal year 1970, and was essentially for State planning.

There was some action money in there. The idea was to get the State to come forward with a plan rather than go past the State in a lot of project areas.

The $10 million that followed in the next year was a further support of the basic planning process to position the States to receive the action money. Now that we have followed up, and that is what we were doing to support the planning effort, the block grant money has flowed, this is why the basic omnibus crime bill block grant has moved up to $60 million in the juvenile delinquent area.

I think that is because of the process that has gone on between both these acts and the single joint planning commission.

Mr. Bell. I asked that question to balance off, in case there is partisanship. [Laughter.]

Mr. Pucinski. I might add a footnote. While I don't want to be testifying, the reason why the Johnson administration did not ask for the full 50 is because, admittedly, at that time the States were not quite prepared, and the whole office was just getting started. But by 1971 we have had ample opportunity to look at the program, name a director, get guidelines, and work some programs out.

I was wondering also, why you only gave the local communities 6 weeks to get their applications in. What was the rationale behind that?

Mr. Gemignani. Was this the 1969 appropriation, or 1970?

Mr. PUCINSKI. After you finally did publish your guidelines on this program, you then gave the local communities practically no time at all to file for the program, why was that?

Mr. TWINAME. Do you know what year that was?

Mr. PUCINSKI. 1969.

Mr. COHEN. Mr. Pucinski——

Mr. PUCINSKI. I should say 6 days, not 6 weeks.

Mr. COHEN (continuing). I don't want to quibble about 6 days or 6 weeks. I have only been downtown for 2 years, and I spent two and a half years up here, and it seems to me from having been down there that if you give them a nice collapsed time frame somehow they work around it, and if you want to get them going you just give them a short time frame.

Mr. PUCINSKI. I presume you are doing that for 1972 also?

Mr. COHEN. We are trying to move ahead in the models so that we can be ready to go.

Mr. PUCINSKI. The trouble with 1972, and I am reading here, from the budget, the request,

> The existing legislation for this program expires on June 30, 1971. Activities in 1972 will be based on a revision of the existing legislation and substantial changes in the focus of the program.
>
> Model systems for delinquency prevention and rehabilitation efforts will be developed. These model systems will concentrate on four major settings: the inner city, suburbia, rural communities, and the college campus.
>
> The main program emphasis will continue to be delinquency prevention. In 1970 and 1971 grants were made to states and localities for planning community services and technical assistance for the prevention of delinquency.
>
> Technical Assistance. Technical assistance is provided directly and through grants or contracts to public or nonprofit agencies and organizations and to state agencies willing to provide technical assistance to local public and private nonprofit agencies. Such assistance will enable agencies to implement the results learned from the development of model systems.

I have two observations and I want to ask you two questions. First of all, go this route for 6 years. This went for 3 years and then we renewed it for 3 years, and you have spent $60 million on this kind of research.

You are now by administrative fiat taking us back to where we were for 6 years in this program, and what you are really doing is totally repealing the Juvenile Delinquency Act of 1968. When this Federal Government, when is the executive branch, and listen, I make this point against Democrats as well as Republicans, and it is not partisan, you see, but when in God's name are you people going to realize that we in Congress are a part of this Government, we are a coequal branch of Government, the Constitution assigns to us certain legislative responsibility, we pass legislation, carefully work it out, hold hearings for weeks and weeks on end, like this, write a bill, get it approved, the President signs it, and then in 1972 the Bureau of the Budget, I presume with your acquiescence just repeals the act and says, "We are going to go back to four models."

I would like to know when is this going to come to an end and when is the legislative branch of Government action going to be recognized by the executive branch of Government?

Mr. TWINAME. I think we have a misunderstanding on this.

Mr. PUCINSKI. There is no misunderstanding. You are going back 6 years——

Mr. Twiname. We are not talking about a research program. I think we are talking about the intent of this committee, and I would like to suggest that Mr. Gemignani present some clarification.

Mr. Pucinski (continuing). Mr. Twiname, the fact of the matter is that the 1968 Juvenile Delinquency Act provides specific programs, a specific distribution formula, a specific authorization. It provides money for planning. It provides money for rehabilitation, it provides money for prevention. Mr Bell spoke at great length about prevention.

It provides money for State plans, for training and improved techniques, for administration. Now, if you will read your budget request, first of all I believe this is the subject of a point of order, because this is really legislating on appropriations.

I did not think you had a right to do it. But the fact of the matter is that the program development is described in this budget matter of yours, and I am not impressed with the fact that it is a proposal, the budget request ought to reflect the legislative intent of the legislative branch of Government.

Mr. Gemignani. May I suggest that we are not out of line with the present act and what it calls for. The law does call for a hundred-thousand-dollar reservation per State for planning purposes, or implementation of block grant moneys. That money is available to the States this year as it was last year, and is being implemented so that every State is receiving their hundred thousand dollars.

In addition to that, the major portion of the new-start money in title I is earmarked for the model cities program which is coordinated with the State planning agencies.

The complete appropriation for title II is being utilized as it should be utilized under existing law.

The model systems programs that are presently being funded are few. I would like to describe one of them, because I think it might clear up some of the research problem.

These programs are funded under title III. We are not utilizing title I money, which is for planning and action programs. Let me further state——

Mr. Pucinski. Let me interrupt you at this point. Will you explain for me, then, and the committee, what does the language in your budget request for 1972, and let me read it to you, "activities in 1971 will be based on a revision of the existing legislation and substantial changes in its focus of the program."

Mr. Gemignani (continuing). I am sorry.

Mr. Pucinski. You are assuming that the committee is going to approve this. "Model System for Delinquency Prevention and Rehabilitation efforts will be developed."

I told you that we have gone through 6 years of model systems, and I will put it in this record at the conclusion of your testimony today, I am going to put in the record the reports that have been generated on juvenile delinquency research as a result of a 6-year program which the gentlelady from Oregon, I believe, originally sponsored, if my memory serves me right.

Now the report that we are making, and I want an answer from you, is that you are proposing to go back in 1972 to more research and four model areas, instead of implementing an act that has on the books since 1968, carefully developed, and carefully described, to give local communities some meaningful assistance to do something about the problem of crime.

Mr. TWINAME. I think we can speak to that. The $10 million provided for the budget year 1972, is in practice with submitting a budget proposal which is consistent with legislation.

This act expires in June of this year, and we will be proposing to and discussing with the committee, amendments to it.

Mr. BELL. Mr. Chairman?

Mr. PUCINSKI. Let the gentleman finish.

Mr. BELL. Mr. Chairman, I have asked you to yield. I am wondering if you would yield.

Mr. PUCINSKI. Go ahead.

Mr. BELL. What I wanted to say was that the chairman implied that the administration did not have a right to make changes; the executive branch has always had a right to make changes, and it doesn't have to conform to existing law.

The executive branch can propose, provide changes any time they want to, so there is nothing out of line in that at all though the chairman implied there was.

Mr. TWINAME. We are not mandating anything at all, Mr. Chairman, we are proposing to the committee. We will be submitting details. It is not our intent to subvert the intent of the committee. We feel we have before us——

Mr. BELL. But you have that right.

Mr. TWINAME (continuing). Of course. It is only in the spirit of a proposal that we made this, and I don't think we have really fully explored it. Probably, model systems is an unfortunate term, but we don't mean by it what you mean, and we don't accept the definition that you have set forth here.

We are talking about implementing things that came out of the past research, and to put them into effect.

Mr. PUCINSKI. I think that is one of the big problems we have around here. We speak a different language. I read your language very clearly.

As Mr. Badillo and Mrs. Hicks and everyone else here has told you we have model cities coming out of our ears.

The moonshot has not been researched as thoroughly and exhaustively as the problem of juvenile crime. You have more research on juvenile crime in this country, you could fill a whole Empire State Building with it, and now what you fellows are proposing in 1972 is more research.

Mrs. GREEN. Would the gentleman yield?

Mr. PUCINSKI. Yes, I yield.

Mrs. GREEN. I don't think just finding new terms more attractive semantically is going to make much difference, if what you have in mind is model systems of some kind.

Let me briefly express my views on this legislation. I worked about 7 years in the hope of contributing something to juvenile delinquency prevention and control. Ultimately legislation was enacted into law, to my regret it has proved to have been an absolute waste of time. I say this without thought of partisanship. For, despite its start under Democratic auspices, it ultimately confirmed my earliest fears in becoming a frankly political deal, for political leverage, in Congress.

The original administrator was blunt about it, but not in any public hearings.

One of the great disappointments to me in my time in Congress, is that with the most noble of purposes, we succeeded in designing a program with absolutely no beneficial results, only more money down the drain.

I must agree with the chairman. I saw some hope that a change of direction in the juvenile delinquency program could have been effected by the amendments that were made to it. But I would certainly agree with him that it is futile to go back and study and survey and research delinquency all over again, when we already have telephone-directory-sized reports in closets gathering dust which nobody reads or pays attention to.

Beyond that, Mr. Chairman, I would express my deep doubt about having a $10- or $15-million appropriation in the delusion than this, in itself, is going to make a dent in the problem of juvenile delinquency.

It would seem to me it is a much larger problem, too large to be able to take one little part and say that with $15 million we can reverse the trend in juvenile delinquency. The facts are that juvenile delinquency has increased many, many times over, since we began such attempts.

Mr. Twiname. Excuse me. I would like Mr. Gemignani to give you an example of how the leverage of a small amount of money can influence the $750 million we have in juvenile delinquency programs and make an impact. You can put on the label, or the title of what we propose, and what in fact are already able to do.

The State of Montana is where we began this first comprehensive approach of joint funding. I think you would be as excited as we are about what the impact is. The injection of $250,000 has begun to make many differences, and this is the kind of return from an investment that the committee would be pleased with.

It is not the size of the money. It is the total impact. Would you Mr. Chairman, let us give an example?

Mrs. Green. Not total impact. Please get down to the specifics. Explain to me what you are going to produce in terms of results for the money.

Mr. Gemignani. Mrs. Green and Mr. Pucinski, if I may, I will try. First of all, I think you have got to understand that we are not arguing about the need for money, because money, is needed. I think it is important that communities have money and the States have money to do the things they really need to do for young people.

Equally important, however, is the need for good technical assistance. States and communities need to know how to package programs reflecting the skills, the techniques, and the services that really go to helping young people in the community.

Mrs. Green. What are you specifically going to do?

Mr. Gemignani. I am going to read an example. I am reading it because I want to get everything in the record—an example of what the rural task force presently is attempting to do in the State of

Montana, to show basically how a variety of Federal agencies can come together and provide for some change in services in a State. In addition to the Youth Development and Delinquency Prevention Administration, a number of the other agencies, both State and Federal, have been involved in the program development or participation on the task force.

They include the Governor's crime commission, the State planning agency for Law Enforcement Assistance Administration programs, State and local juvenile justice agencies, courts and law enforcement agencies, State welfare, health and education departments, the Law Enforcement Assistance Administration, and the U.S. Department of Labor.

All of these agencies are involved in funding. To date, tentative commitments of approximately $700,000 have been made. This does not include those of the State departments of health and welfare, which are still to be determined.

Mrs. GREEN. I don't want to be unkind, but I swear that could have been written by Dave Hackett in 1961.

Mr. GEMIGNANI. You know——

Mrs. GREEN. So they could coordinate everybody.

Mr. GEMIGNANI. It goes beyond coordination.

Mrs. GREEN. All right. Let's see if he wrote the rest of it.

Mr. GEMIGNANI. Also as a result of the task-force planning, another component of this system is being developed providing for increased community based delinquency prevention services through the provision of 50 community service officers for Indian children and youth living on the seven Indian reservations in the State. Involved in this development are the Governor's crime commission, other State agencies, the intertribal policy board of Montana, the Law Enforcement Assistance Administration, the U.S. Department of Labor, and the Bureau of Indian Affairs of the Department of Interior. At the present time, through joint funding of the component, there is a tentative commitment of about $310,000, with tentative additional commitments which would raise this amount to about $500,000 at the end of 2 years.

I am not too familiar with Mr. Hackett or the preceding legislation, Mrs. Green, but I have done some reading about it and understand some of the problems that occurred at that time.

Mr. BELL. Would the gentlelady yield for a question? As I understand it, is the complaint the fact that the administration is not spending enough money? Is that the point you are making?

Mrs. GREEN. No; my complaint is that this program up to the present time has been a severe disappointment. For public relations purposes we say we are going to coordinate all the agencies. I honestly believe this idea could have been again taken out of Dave Hackett's 1961 statements.

Mr. BELL. If the gentlelady will yield—if Mrs. Hackett will yield a moment——

Mrs. **Green.** I beg your pardon. I may have a hatchet but not a "Hackett."

Mr. **Bell.** If the gentlelady would yield, I think you have to recognize that this is a coordinated effort, as you said, from different departments. Let's ask what does the Justice Department put into the effort this year? What is their budget?

Mr. **Pucinski.** Would you yield? The memo the gentleman read, the memo the witness read, I want in the record, and I want that memo in the record because I think your memo goes right down to the guts of the problem.

How in God's name could you get anything done with all of those people trying to put some input in there? I think that is exactly what is wrong with the program. You have tried to bring everybody into this thing, and it is impossible—absolutely impossible—to get any forward movement with that kind of a lineup.

I think that if you had taken this program, this bill, and the authorizations that you got in this bill under this bill, and moved forthwith and moved directly into the area of need, you would have a program going now.

You are going to be an old man; you are going to be as gray as I am; and there won't be 1 inch of forward movement in Montana if you continue following the techniques that you are spelling out now.

(The document referred to follows:)

THE "MODEL SYSTEM"

In order to begin developing a base for this new approach, we have already taken some action to modify our program in this direction. We have developed temporary task forces for three of the social settings—inner-city, suburban and rural. Initial steps have been taken in the development of several "model systems." The furthest along is the rural task force, which has a system in the process of development in the State of Montana and which I would like to describe briefly at this point.

In addition to the Youth Development and Delinquency Prevention Administration, a number of other agency, both State and Federal have been involved in the program development or participation on the task force. They include the Governor's Crime Commission (the State Planning Agency for the Law Enforcement Assistance Administration programs), State and local juvenile justice agencies (courts and law enforcement agencies), State welfare, health and education departments, the Law Enforcement Assistance Administration, and the U.S. Department of Labor.

All of these agencies are involved in funding. To date, tentative commitments approximate $700,000, not including those of the State departments of health and welfare, which are still be determined.

Also as a result of task force planning, another component of this system is being developed providing for increased community-based delinquency prevention services through the provision of 50 community service officers for Indian children and youth living on the seven Indian reservations in the State. Involved in this development are the Governor's Crime Commission, other State agencies, the Inter-Tribal Policy Board of Montana, the Law Enforcement Assistance Administration, the U.S. Department of Labor, and the Bureau of Indian Affairs of the Department of Interior. At the present time, through joint funding of the component, there is a tentative commitment of about $310,000, with tentative additional commitments which would raise this amount to about $500,000 at the end of two years.

Points of difference	Traditional research, development and demonstration projects	Model systems
1. The need to be met.	There is an urgent need to continue to add to our base of knowledge as well as to test and demonstrate programs.	There is an urgent need to use existing and developing knowledge.
2. Purpose	To develop knowledge and to demonstrate and encourage the establishment and implementation of community programs.	A method for systematizing, transferring, and utilizing knowledge in State and local ongoing direct service programs.
3. Development process:		
(a) Initiation and development.	(a) Initiated and developed primarily by a State or local group or agency an application made to Federal Government for funding.	(a) Initiated and developed primarily at the Federal level with input from the State or local community.
(b) Expertise input.	(b) Narrow in scope, usually with limited expertise.	(b) Multiagency, multidisciplined expertise involving representatives of other Federal agencies and national experts outside of the Federal Government.
(c) Agency involvement.	(c) Usually independently developed on a single agency basis, with little involvement of related programs.	(c) Multiagency developed with realtionships established with other programs for their involvement in the system. Catalytic in nature.
(d) Funding	(d) Usually single source funding	(d) Joint funding involving a number of agencies when appropriate.
4. Nature and substance.	Usually single purpose. More often single agency sponsored, independent of other programs.	Model systems will be comprehensive in nature, containing a number of subsystems which will be developed through the traditional project approach.
5. Social settings	Not necessarily designed with any specific social setting in mind.	Systems will be designed for use in a specific social setting, namely, innercity, suburbia, rural, and campus. Geographic and demographic characteristics will be taken into consideration in designing the system.
6. Testing	Experience has shown it to be seldom evaluated or replicated.	Will be evaluated for effectiveness. Those that prove productive will be replicated.
7. Time of operation	Usually a shorter period of time—a year or possibly 2.	It is expected that a model system will take a minimum of 3 years to develop before it is proven. The more comprehensive the system, the longer the period of development.
8. Final use	Generally ceases upon completion without any evaluation—is seldom picked up by a community.	Proven model systems will be reduced to a schemata and institutionalized in ongoing direct service programs. Proven parts (subsystems) of a model system may also be reduced to schemata although the final system is still being developed.
9. Dissemination of information.	Dissemination of information on effective programs limited and unsystematic without full coverage of potential users.	Systematic, continuous and comprehensive dissemination by all feasible means to potential users.

MODEL SYSTEMS: THEIR PURPOSE AND CHARACTERISTICS

Experience gained in the administration of past and present Department of Health, Education, and Welfare programs related to juvenile delinquency, as well as the findings in the annual report to Congress on Federal activities in this field required by Section 408 of the Juvenile Delinquency Prevention and Control Act of 1968, indicate a number of problems and program deficiencies.

We are concerned here with two inter-related problems. Although the Federal Government, through a variety of programs, has invested millions during the last decade in research and development and demonstration projects, whatever we may have learned from these activities (a) has not been synthesized in a readily useable body of knowledge, and (b) we have failed to establish any effective process or mechanism for facilitating the utilization of existing or developing knowledge in State and local direct service programs for the prevention of delinquency and the rehabilitation of delinquent youth. In other words, effective linkage between knowledge and technique development activities and direct service programs does not exist.

The development and utilization of model systems as conceived in this program will have a major role to play in extending, improving, synthesizing, transferring, and utilizing our existing and developing body of knowledge in delinquency prevention and rehabilitation programs.

As conceived in this program, there is a marked difference between the traditional research, development and demonstration projects and model systems. This is reflected in the purpose, method of development, characteristics or substance, and final use.

The traditional project is more of a knowledge developing and program demonstrating activity. It meets the continual need to extend our knowledge and demonstrate results. The model system is designed to meet the need to use existing and developing knowledge.

The purpose, therefore, of the project approach is to broaden our base of knowledge as well as to test and demonstrate programs, whereas the model system serves as a mechanism for systematizing, transferring, and utilizing knowledge in structuring ongoing direct service programs.

The initiation and development of a project usually takes place at the State or local level by a group or single purpose agency forwarding an application for Federal funding, whereas the initiation and development of a model system will be at the Federal level with input from the specific State or local community involved as determined by a feasibility study.

The project is more likely to be limited in scope, single purpose in nature, with limited input in terms of expertise. On the other hand, the model system will have multi-agency and multi-disciplined expertise input involving representatives of other Federal agencies and national experts from outside of the Federal Government.

The project, usually single agency—single purpose in nature, is independently developed with little real involvement of other agencies or related programs, whereas the model system being multi-agency developed has relationships and involves other agencies and related programs.

A project as a general rule has single-source funding, while the model system is designed to encourage and facilitate joint funding on the part of the agencies involved.

The project is more likely to be single or limited purpose in nature, whereas a model system will be comprehensive in nature, often containing a number of subsystems which may be developed individually through the traditional project approach. A model system, regardless of how extensive, will be self-sufficient in terms of its capacity to accomplish its established goal.

Model systems will be designed for use in specific social settings, namely, inner city, suburbia, rural and the high school or college campus. As such, the geographic and demographic characteristics will be carefully studied in designing the system which will be replicated in the same or different manner in similar social settings. The usual project is not designed in terms of a specific social setting.

Experience has shown that most projects receive no follow-through in terms of evaluation or replication and final reports of any nature are lacking. If we are going to use the results of these projects in the development of model systems, this management aspect of grant programs will have to be tightened up. Model systems will be evaluated, replicated, released and recommended for utilization in service programs only when they have proven their effectiveness.

The operational span of a project in terms of time is usually limited to a year or two. It is expected, however, that it will take a minimum of at least three years to develop and validate the effectiveness of a model system. For model systems more comprehensive in nature, it may take considerably longer.

Unfortunately, the knowledge gained from the project approach as administered in the past, for the most part, was not put to use or if a demonstration project, the program was not picked up by the community. When funding ceases the project dies and its results, if any, as a rule, die with it.

The model system, when proven in terms of effectiveness, will be reduced to a schemata and institutionalized in ongoing direct service programs. At this point, although it will be under continued observation and evaluation, it will no longer be supported through this proposed program. Continued Federal support involving joint funding through a State Planning Agency or other mechanism, as well as State and local resources, will have to pick up at this point. It should also be noted that utilization of model systems may not necessarily require any funding but rather a redirection of the existing program in terms of structure and delivery of services, the use of new techniques and approaches and staff training, thereby enhancing the effectiveness of existing expenditures.

While there will be exceptions to the above distinctions, we believe they are generally fair and realistic in nature.

The model system approach to be effective will have to be complemented by other program elements, including coordination, technical assistance, and the dissemination of information.

Mr. GEMIGNANI. We have already witnessed forward movement in Montana. What has happened in Montana with the national task force is that it brought about a great deal of interest and involvement.

Mr. Pucinski. Interest, but what kind of results? The kids are still going to jail, and the kids are still being treated in indescribable manners, and the whole system of juvenile justice is as archaic as it was 50 years ago.

These people sit around big tables and interview each other. As a reporter years ago, we used to interview each other for an angle or a story. That is exactly what is happening.

Mr. Bell. Would the gentleman yield?

Mrs. Green. I would be happy to yield to such a charming gentleman.

Mr. Bell. Despite the fact that I called you Mrs. Hackett by mistake, I wonder if you would give us the expenditures for the record, Governmentwide to combat juvenile delinquency? While we are at it, we might find out what the previous administration did in this area.

(The document referred to follows:)

FEDERAL OUTLAYS FOR THE PREVENTION AND CONTROL OF JUVENILE DELINQUENCY

[In thousands of dollars]

Year:	Amoun
1969	$14,911
1970	19,996
1971 (estimate)	41,182

Note: Comparable amounts for 1968 are not available since no special analysis was made for that year.

Source: Special Analyses, Budget of the U.S. Government. Prepared by the Office of Management and Budget.

Mr. Gemignani. Could we supply what has happened in Montana so far, in terms of how they have reallocated State moneys to do something different on behalf of youth than they have in the past?

I would also like to state for the record that because of the involvement of this particular endeavor in Montana that the whole region—all of the States in that region—including the States of North and South Dakota, Colorado, Wyoming, and I think Idaho, have brought together a regional task force of their own, in an effort to duplicate this process throughout that region.

I understand that the State of Colorado, on its own, has set up a State task force to do the same thing.

It has stimulated interest. The model system in Montana will be in place sometime this coming summer, and I think at that time we will be able to give the committee some true indications of the types of things it is doing.

Mrs. Green. Mr. Bell, when you asked him for what we are spending Government-wide for juvenile delinquency prevention, how do you define that?

Mr. Bell How do I define that?

Mrs. Green. Yes.

Mr. Bell. The particular areas, I think, would be the safe streets bill, things of this kind that involve money for detention, that involve money for rehabilitation, all of these features that involve research, and also, of course, research into the drug problem.

Mrs. Green. You see, I guess we have a basic difference in philosophy and this is why I asked him to define it, because then it seems to me that we are really talking about bandaids on what is really a major nationwide social problem with 55 million people total in schools, and I don't know how many in preschool——

Mr. Bell. If the gentlelady will yield, I don't disagree with that.

Mrs. Green. Well, let me finish, if I may.

It seems to me to have an earmarked program for 15 million and thereby give anybody the impression we are going to make a dent in preventing juvenile delinquency or controlling it is fraud, pure and simple.

Fifteen million dollars would really hardly make a dent here in the District of Columbia schools, and if we as a nation really intend to do anything about juvenile delinquency, we ought to start talking about what we are going to do in terms of what has come to be known as the battered baby syndrome, where a child is unmercifully, arbitrarily beaten and we are powerless to do anything about it. Under such circumstances how could you expect him to grow up to be anything else than a delinquent?

We are actually talking about the problems of substandard housing, about overcrowded schools, about terrified schoolchildren here in the District, and indeed in every major city in the country, where robbery, rape, extortion—you name it—all have become commonplace. Two cases this last week were brought to my individual attention for assistance. We can pass 1,500 laws in this country, and we have, and parents still are not helped. I have personal knowledge of a family that has a 10-year-old boy, who is a chronic runaway; he runs away for 3 days at a time and can't be found.

What program do we have to help that boy? To the best of my knowledge—and I have searched—nothing.

The desperate parents of a 13-year-old girl recently came to me pleading:

> We will do anything we can to get her out of the situation she finds herself in while attending a junior high school where, "she tells me, teachers are trafficking in dope, where she tells me," I have to be tough. If I don't beat up the other kids first, I am not going to survive. "She further alleges, "I have to play around with the teachers or flunk."

When you face the specific problems this country is up against, and talk about 15 million dollars to combat juvenile delinquency, I think you are talking about a drop in the bucket.

Mr. Cohen. Mrs. Green, we would agree with just about everything you said in terms of housing and education. Mr. Pucinski made the same point in a different vein when he talked about all these different people coming to the table.

You are dealing with an incredibly complex social phenomenon and, your committe report in 1968 highlighted that point—that no one agency could do it. All we are saying here is that this Agency, the YDDPA, would, in a sense be the one to bring together all these other programs that are funded. It is an attempt to channel some of that money from all of those programs so they will have an impact on that little fellow and that family out there in the community and focus, in part, on this problem we call juvenile delinquency.

You are right, $15 million is not going to remedy the school system and it is not going to remedy the battered kid program. All we are doing is to try to steer some of the money to take into consideration the social phenomenon we call juvenile deliquency.

The $15 million is nothing more than that. I think that is money well spent. I think it is a complex phenomenon. We are handling it across the board in hundreds of programs. Revenue sharing is a way to get the operational money down there. The President's Family Assistance Plan is a way to get to the poverty situation.

All you do is want someone there, not to be a quarterback, but just to try to get each of those programs to consider the impact they are having on this very complex human phenomenon.

Mr. **Pucinski.** I have searched for 10 years for specific things which have been accomplished under this program, and I have yet to find them. I have asked for specifics this morning, and you tell me you are going to coordinate.

If we are really going to do something, wouldn't it really make more sense to spend $15 million and have aides in schools, and stop the gobbledegook and spend them on specific things?

Mr. **Cohen.** We can point to the people we have avoided. A doctor does not point to all the healthy people. You can't evaluate people who did not come into the system because of what you have done——

Mrs. **Green.** I could find enough for you to spend the whole $15 million on.

Mr. **Pucinski.** Mrs. Chisholm.

Mrs. **Chisholm.** I would say that in terms of many programs that have been passed by the Congress in order to alleviate some of the social problems and issues that confront this Nation today, we see over and over again the failure of these programs to really have an impact in terms of the problems that they are purported to help.

With all due respect to you gentlemen, people are not where the action is. They don't really understand what is happening in the communities.

The laboratories need to be moved from Capitol Hill and the agencies and placed in the communities so that you can draw up relevant approaches to the problems.

We constantly hear a great deal of rhetoric and we are constantly loaded up with all kinds of documentation that can be found on the shelves of just about every local, State and Federal department, and people have been studied, analyzed, charted, and computerized to death.

I think we have reached the point where we know what the problems are. The more I think about these different groups, the more I believe that the persons who draw up the blueprints for change and the persons who put together the so-called packages, do not have the attunement or the contact with those for whose lives they are drawing these plans, and I think that is a part of the real difficulty.

It has nothing to do with the person's intelligence or his ability. I think it has something to do with people really being where the action is and understanding what it is they are trying to do.

It would seem to me that in terms of the program, you have to really look realistically at why your program has failed. I would like to know, because I am new on this committee. I would like to hear from you, why has your program failed? Honestly, why has it failed?

Why do you think it has really failed in terms of not being able to make the impact that should have been made? What do you see?

Mr. **Gemignani.** If I may speak to that, to both your questions, I suppose the failure of the present program lies in a variety of reasons.

If the program is what it was supposed to be, a block grant——

Mr. **Pucinski.** Tell us about the failure, because we have been talking all morning about the failure of the program and the gentlelady asked a good question. I would like to hear you tell us why has this program failed, and what is the basis of the failure?

Mr. Gemignani. All right. Block grants to the States following comprehensive planning has failed for several reasons.

There are some disincentives for States in an approved State plan. Let me tell you what they are.

No. 1 is that a State must, under existing law, come up with a 50 percent match of the non-Federal share of the block grant. Now, that State planning agency, that same State planning agency can go to LEAA and get the block grant with no match, and use it for the same services, and they have done so. It has been a disincentive for them to come to us and say, "Approve our State plan".

A second disincentive is that a State cannot fund programs which are State operated under an approved State plan. This is not true in LEAA again. To go to Justice for implementation moneys is a lot easier than coming to us.

These two problems have seriously hampered the approval of State plans. Although all jurisdictions with the exception of Texas and Rhode Island, have money from us for comprehensive planning, only one State has asked for an approved State plan—the State of Illinois.

Other than that one, no other States have asked us to approve their plans, although they have submitted plans for review and comments from us. States have adequately used our planning money. Although only one State has asked for approval of it's plan, the efforts of the juvenile delinquency planners have tended to improve juvenile delinquency planning being accomplished through the LEAA.

We have been handicapped. at least the States have been handicapped, in terms of coming to us for approval of their State plans. This is one serious problem we have had in terms of implementation.

If I could just answer your other question, because that concerns me, also, about where the action is, and about the involvement of the people in the planning of program. I could not agree more with you, and this is one process that we are going through now. We have got to get into the inner city and get the involvement of the indigenous people.

So we are in agreement with that, Mrs. Chisholm, and we are in fact attempting to address ourselves to that.

Mrs. Chisholm. May I ask you one further question? As you move along, do you have provisions for actual monitoring? Do you evaluate from time to time?

Have you monitored or evaluated in the past 5 years so that you will be able to pick up on your weaknesses or strengths, or do you just go right along and hope everything will work out?

Mr. Gemignani. As a matter of fact, I don't think we have monitored enough in the last 20 years. I don't think we have done anything concise in the evaluation of programs. This is why we haven't utilized what we know in this field.

Our plan on the model systems is to get enough evaluation in there that we can pull out the kinds of techqniues and skills that can be utilized.

We have a contract in technical assistance with the University of Southern California to develop new technology for us based on aerospace industry, which could be applicable to social services, this is something we have never done before.

In answer to your question, monitoring has been, yes, somewhat of a weakness. We do as much monitoring as we can, and we utilize contracts with outside contractors to look at our programs and to give us feedback.

Mrs. Chisholm. Thank you.

Mr. Pucinski. Mr. Gemignani, you said to Mrs. Chisholm that the States have utilized 100,000 planning grants well, but then the States really have not followed through much on the rest of the programs.

Do you honestly believe that any State administrator would spend any money and commit himself to his own State matching when you have got only $10 million in this pot?

You people have never given this act a chance.

Now we authorized $75 million. Had you requested $75 million, those States would be standing in line. Mrs. Green made an excellent point here, that you are dealing with bandaids, and then you expect these States to treat you seriously.

How can any State treat you seriously when they look at your appropriations and see that you only asked for $10 million in fiscal 1970, when you could have asked for $50 million, and you asked for only $15 million in 1971 when you could have asked for 75?

So naturally they gravitate to safe streets, because that is where the money is. They go over there because you have given them no encouragement to come in with a program within the framework of this bill. You have said, "We are only going to ask for $15 million at best, we only asked for $10 million in 1970."

If I were a State administrator where do you think I would be going? To safe streets. That is where the action is, that is where the money is. Even though I can't have as good a program, I would be going to safe streets because there is no sense sitting down and playing with you at the card table. What have you got to offer?

Nothing. What have you asked for? Nothing. Bandaids, as Mrs. Green said——

Mr. Cohen. There is an important point in terms of the political institutions you talked about, and that, Mr. Chairman, is that we can only spend what the Congress gives us.

Mr. Pucinski. We gave you 50 million and 75 million this year.

Mr. Cohen. They did not give us that, Mr. Chairman.

You didn't appropriate any more.

Mr. Pucinski. Mr. Cohen, you did not ask for more.

Mr. Cohen. That does not mean you could not give it to us.

Mr. Pucinski. This appropriations has you before them. Now we carefully laid down a program, we held extensive hearings and we saw the great promise that Mrs. Green talks about. We authorized 75 million. You people came in here and asked for 10 million last year when we asked for 50, and you asked for 15 million this year when we authorized 75.

The fact of the matter is that you have never seriously asked for this program to be funded. I don't blame these States for not wanting to deal with you. I think they show good judgment.

Mrs. GREEN. I don't want to disagree, really, with my chairman, but I guess on this point I take a little different view. You know, I think the fact that only 10 million is being requested is a recognition on someone's part that the program is worth precious little.

Mr. PUCINSKI. That is right.

Mrs. GREEN. It would seem vastly preferable to be honest and not ask for the $50 million, if the program is not going to work.

Mr. BELL. Mr. Chairman?

Mr. PUCINSKI. Yes, Mr. Bell.

Mr. BELL. I think we have got to recognize the administration in 1970 asked for 15 and got 10, so the Congress is partially to blame. I seem to detect constantly a feeling of partisanship that seems to reign here.

Mrs. GREEN. Would my colleague yield?

Mr. BELL. Just a minute.

Now, I think we have to recognize that this goes beyond partisanship. The problem is actually money. That is the basic problem. We are not getting enough money to this program, so I think that is the way we have to approach it.

Mrs. GREEN. Would my colleague yield? I really do not approach this on a partisan basis. As a Democrat, if you had heard me on the committee, there could have been no member of this House more critical of the administration of the juvenile delinquency program during the years of the Democratic administration. It was an absolute waste of money.

Mr. BELL. I am glad to hear you say that. It is the problem of not giving enough money, and perhaps you should ask for more money.

Mrs. GREEN. If you would yield further, I also would say that the gentleman's suggestion that we just ask for more money, and that that is the problem, just isn't my idea.

We are spending over $42 billion this year on programs exclusively designed for the poor. The question really is not money, and it is not new programs. Rather, it is whether the Republican administration and the Democratic majority in the Congress will ask why the programs aren't working better, and that is, I presume, why we are here, and I just don't think this program is working.

Mr. MAZZOLI. I have one constructive question, if I might address it to Mr. Gemignani, and that is, do you hope in the amendments to be proposed to Congress, to make the changes in the formula and the procedures you were talking about with Mrs. Chisholm?

Mr. TWINAME. I think what we would be attempting to do would be more in the spirit with the comments made here. There is money available for the different authorities. We would take the position that rather than ask for more money to compete in that game——

Mr. MAZZOLI. You don't understand my question.

Mr. TWINAME. Under the new act, we would not ask for pass through authorities of this kind. In other words, we would not be asking for a block grant. We would assume that block grant authority is already there, and therefore this would not be part of our recommendation. It is already available to the same planning groups through the Safe Streets Act, through general revenue sharing if you approve that, through other similar grants to the States such as vocational rehabilitation, which should be going to correctional institutions and doing a job there, and through Office of Education grants. We are not going to ask for block grant authority. That is what we hoped you picked up from our testimony. There is another role to be played here.

The involvement of indigenous people in planning gets the institutions in the community working toward an effective application of these projects, research——

Mr. MAZZOLI. Maybe I misunderstood Mr. Gemignani, but the problem was not the block grant approach, but that the States have an ante-up provision.

Are you going to make it more attractive?

Mr. GEMIGNANI. We are not asking for block grant authority. If we are not doing that, we don't need that——

Mr. MAZZOLI. You are not really trying to have the States come to you as they did before on the basis of match up money, but you are going to handle it in some other framework?

Mr. GEMIGNANI. Yes.

Mr. MAZZOLI. Is that more planning again?

Mr. GEMIGNANI. No.

Mr. PUCINSKI. It is a model program.

Mr. MAZZOLI. Let me crystallize the problem that I am having with the testimony today, and I think it is a problem all of us are having. It is not that we don't appreciate your being here and don't understand the problems that you have, but I think it is quite simply the fact that we could sit here for the next 3 weeks, all of us, and we would never get you on the same wave length. Because our wave length, our having been in our communities and having seen the efforts being made in our various home States to combat juvenile delinquency and all factors of juvenile delinquency and crime, we have derived from the contacts that there is so much talk and confusion up here that in fact the people at home are strangling because they don't have the money they need to have. If you are diverting YDDPA away from assisting with the money to developing model systems, which, you know, may have ultimate application to localities, I think we are wasting our time.

I think that this money you ask for, as piddling as it might be, could be better devoted to the individual cities and states by just giving them the money, and I am not so sure they would not do a better job with it.

That is my problem, and maybe I am wrong, but it is a concern I have had sitting here this morning, and find that we are never jibing.

Mr. TWINAME. Perhaps we could come another time, Mr. Chairman, and discuss the specific proposals we have, and describe how this committee and this administration could have a role in energizing the funds available to the communities to do a better job with what we already have.

Mr. PUCINSKI. I think that is an excellent suggestion. I am going to ask counsel to go through all your applications for 1970. I want to see how you spent the $10 million you did spend, and how you spent the $15 million that you have asked for 1971. I must say this to you in all honesty, and I don't want my colleague from California over here to suggest that I am trying to be partisan, because just as the gentlelady from Oregon, I, too, have been critical—I invite you to read the record—about the juvenile delinquency program prior to restructuring it in 1968, and that was under Democratic administrations. I don't want to hear any more talk around here that this is partisan, but I want to say that in the 1970 election, both the President and the Vice President made crime a No. 1 issue.

That was the issue of the 1970 election, let's not kid ourselves, all up and down this country. The President and the Vice President made crime, law and order, the issue.

Now, they are going to emasculate this juvenile delinquency bill to the extent they are proposing in 1972; why don't they have the courage to come before this committee and say, Gentlemen, let's kill the bill?

Why don't they come over here and say, Gentlemen, we don't think we need a juvenile delinquency act, we have a Safe Streets Act; why don't you fellows forget about the juvenile delinquency bill and bury the thing?

But you don't have that courage.

It is obvious that if you are going to do what you propose now—Mrs. Green asked a good question, Mrs. Chisholm did, Mrs. Hicks did, Mr. Mazzoli asked you the same question.

We carefully structured a bill in 1968. I invite you to read the congressional debate on this bill on the floor. I invite you to read the testimony before this committee. That 1968 bill reflected the best professional judgment of people who want to do something about juvenile crime in this country, something meaningful, restructure the court system and have halfway houses, take care of the little guy who is on the way to crime who can be saved, all of the things we have been talking about here.

Those were all carefully reflected in the 1968 bill, but you people never gave it a chance.

First of all, it took you 2 years to get a Director. Why was that, Mr. Twiname? Why did it take 2 years to find Mr. Gemignani?

Mr. **Gemignani**. I was out in California.

Mr. **Twiname**. It took almost a year to find the Office of Juvenile Delinquency from the last administration.

Mr. **Pucinski**. When you took the oath of office in 1969, you had really run on a platform of having answers to the problems of this country. Then we find it takes you 2 years to name a Director; it takes you almost as long to give us some directors for the program. Don't sit here and tell me that this act is bad, and that this legislation is bad, and that you now have to restructure the whole thing when you never gave it a chance to work.

Can you say to me in all honesty and to this committee that you ever gave this bill that was carefully put together by a bipartisan committee—remember, this bill came out of this committee without a single dissenting vote, and it was not a Democratic or Republican bill, and it was not structured for an administration of either party.

It was structured, to needs, and those needs were reflected in the bill, and Mr. Bell played a key role in writing this bill, as did his colleagues on this side.

Now can you tell me, any of you three gentlemen, that you ever gave this bill an honest-to-goodness fair chance?

Can you?

I will give all of you a chance to answer that.

Mr. **Twiname**. I think we would have to answer in the same nonpartisan way——

Mr. **Pucinski**. I want an answer. You have said to Mrs. Chisholm, and to me, and Mr. Mazzoli: "We could agree with you no more, we all agree with you."

You have agreed with everything we said here this morning, and yet what you want to do is restructure the whole program.

Now, please answer me. Have you gentlemen given this bill a chance?

Mr. **Cohen**. Mr. Chairman, from the beginning of this program, the bill has been plagued by the fact that within 1 month of its enactment by the Congress, there was the omnibus crime bill, whatever it was called. The institutional friction was there from the first month, and it has never been resolved. What we have tried to do, and I tell you this with all sincerity, is to make the two programs that the Congress passed within 1 month complementary; to get to the same problem you were addressing in your bill. We have tried. We have worked with them and have sat down with them at many, many meetings and jointly funded some programs to use that big bundle of money they have and the little bit of money that we have.

Given the structure Congress gave us, we have done the best we possibly could.

Mr. **Pucinski**. You only asked for $5 million the first year, which was under the previous administration, you asked for $10 million in 1970, and you asked for $15 million in 1971.

Why didn't you ask for $50 million? Why didn't you ask for $75 million? That is what we authorized.

Mr. **Gemignani**. The authorization for the first year was $25 million. We asked for $20 million and the House gave us $5 million. That is in 1969.

Mr. **Pucinski**. This 1969, yes. You did not even have a director then.

Mr. **Twiname**. We were still willing to move ahead with the $15 million request in 1970, and the House allowed $5 million.

Mr. **Pucinski**. You know why? When they asked you, and I don't know who testified before the Appropriations Committee, you had to tell Mr. Flood, and the record is right here, you had to tell Mr. Flood when he asked you, "can you spend more than $5 million?"

You said, "We don't think we can spend $5 million," and the Appropriations Committee said, "Well, we are going to give you $5 million."

So don't say the Congress did not give you $20 million. If you had come before the Congress in 1969 and said, "Gentlemen, we can use $20 million effectively," you would have got it.

If you had come before the Congress in 1970 and said, "Gentlemen, we need $50 million," don't tell me there is a Member of this Congress who would shortchange the war on juvenile crime.

But you only asked for $10 million. In 1971, if you had come before the committee and said, "This is our program, and we want $75 million to implement this program," you would have gotten it.

But you only asked for $15 million.

Which one of you wants to attempt to answer the question for me? Did you ever give this bill a chance to work?

Who wants to answer that question?

Mr. Twiname. We have tried the best we can to answer that; I have to respond when you ask if the administration has the courage to come before you and ask to rescind this act. I would say that any administration that comes before the Congress to reorganize the whole executive branch of government, to make more effective the attack on the kinds of problems that we have been talking about this morning, would also have the courage to phase out the act, but we have enough courage to come and ask for money to go forward, without asking for enough as a cure-all——

Mr. Pucinski. My good friend, you are not going to put me in that posture. This administration has gone up and down, coast to coast, and border to border making law and order the number one issue, and I dare say that in 1972 it is going to be the same way.

I want the record to be clear, crystal clear. I want there to be no equivocation. I want to know from you whether or not you are now recommending on behalf of the administration, if you have that authority, are you recommending that we phase out and kill the Juvenile Delinquency Act of 1968?

Mr. Cohen. No, we are not.

The answer to that is a clear no, Mr. Chairman.

Mr. Pucinski. You are going to have a bill before us?

Mr. Twiname. Yes, sir.

Mr. Pucinski. Which in light of your language in the budget appropriation is going to take you back to 6 years to more research.

Mr. Twiname. We will change the language when we come to you so that it can be more understandable about how we want to move into the future.

Mr. Pucinski. You ask for $15 million, when Congress authorized $75 million?

Mr. Twiname. We are coming forward with a new proposal that will conform——

Mr. Pucinski. How much are you going to ask for in 1972?

Mr. Twiname. $10 million.

Mr. Pucinski. Are you going to go up and down this country again making law and order the big issue, and you are going to ask Congress for $10 million? That is what we appropriated in 1960——

Mr. Bell. Let him answer.

Mr. Cohen. You are creating a method to utilize money that then did not come from this committee, but comes from the same Federal Treasury.

There is a lot of money in LEAA that goes to the same problem that your committee has worked on for years.

We are trying not to research that problem, but to provide a vehicle to work out the best way to implement what we now know. There is no reason for us to come to you, Mr. Chairman, and ask for $75 million or $80 million or $90 million if we can effectively utilize that money that is already sitting there and coming from other committees.

Mr. Pucinski. Excellent.

Why, then, don't you come before this committee and say, "Gentlemen, the Juvenile Delinquency Act has outlived its usefulness; we don't want it, and we recommend to the Congress"—and I am not going to say we are going to take your recommendation, but as long as you want to make law and order the big issue you do, come before the committee and ask us to kill the bill.

Mr. Cohen. Law and order is not the big issue. It is an issue. We want to make government better, and we have to have a vessel to utilize and take from the other pots of money. That is important for an office in HEW to do.

Mr. Bell. Will the chairman yield to me?

Mr. Pucinski. Certainly.

Mr. Bell. I do detect, despite what the chairman says, the element of partisanship in this, when you mention how someone examined and campaigned up and down the street on this, I think there is partisanship injected.

Just for the record, will you supply us with how much money has been spent under the previous administration and under the Nixon administration?

Mr. Pucinski. With one caveat. Let's remember the Safe Streets Act was passed under a Democratic administration, and a Democratic Congress. If you want to talk partisanship I think the record ought to show it.

Mr. Bell. The record is going to show it.

(The document referred to follows:)

YOUTH DEVELOPMENT AND DELINQUENCY PREVENTION ADMINISTRATION—AMOUNT APPROPRIATED [1]

Year:	Amount
1968	[2] $573,000
1969	5,000,000
1970	10,000,000
1971	15,000,000

[1] Amounts appropriated for fiscal years 1969–71 under the Juvenile Delinquency Prevention and Control Act.

[2] No direct appropriation. The $573,000 constitutes salaries and expenses funds only (no grants).

Mr. Bell. I think what we are basically talking about is the need for more emphasis and more effort in juvenile delinquency. Perhaps there may be greater emphasis put in this direction.

Let me ask you this: How does the juvenile delinquent program today, as far as detention is concerned, compare with programs in the District? How does it compare with those for adults?

Mr. Gemignani. In the District?

Mr. Bell. Then in the District area. I assume that Lorton could be considered a Federal program.

Mr. Gemignani. Juvenile detention practices in the country leave a great deal to be desired. They compare probably in many cases to some of the bad adult types of detention that we have, and in fact——

Mr. Bell. They do compare with adult——

Mr. Gemignani (continuing). As unfavorably. In some communities we dump young people in adult institutions. We have funded programs, such as attention homes, which have taken the youngsters out of the adult facilities and have put them into these homes where they got services prior to adjudication in court.

But the problem of detention in the country is a bad one, and a sad one.

Mr. Bell. Let me say this. The Federal adult detention system is better than any State in the Nation.

California comes close, but that is the next best detention system in the Nation; the Federal is the best. Now, it leaves a lot to be desired, I agree, but it is still the best.

My point is that crime starts at the juvenile level, yet our detention system for juveniles is not comparable to that for adults. That, in itself, is a serious situation. Perhaps we ought to be emphasizing youth a little more than adult. The detention system becomes one of the primary important features. When you bear in mind that recividism is 60 percent and most of the crimes are committed by recividists.

Mr. **Gemignani.** I would like to again stress the point, Mr. Bell, and Mr. Pucinski, that to flood the market with money and buy more of the same lousy detention practices we have is certainly not the answer, and that is what in many cases would occur.

Mr. **Bell.** Absolutely, but this is something for which you don't need new research. You know what the answer is on detention. The answer is wrapped up in good leadership, good organization, attempts to develop education and motivation.

These are features that we know. We know that from the adult studies. So we could put a greater amount of money into detention in the juvenile area and improve our situation substantially.

Mrs. **Hicks.** Mr. Chairman.

Mr. **Pucinski.** Mrs. Hicks.

Mrs. **Hicks.** As a new member of Congress, I sat here patiently all morning, and I can truly tell you that I am frustrated and I am disillusioned, too, because I campaigned so that I would bring direct Federal funding to the people to solve their problems, but I don't think I am ever going to get it out of the agencies, because it seems as if they are the stop gap.

As you say, they are starting to talk to each other, and this disillusions me. Maybe you will answer this one question for us, and I will feel the morning was worth while.

In the Boston schools in Massachusetts at the present time, we have great disruptions, and schools have had to be closed. The superintendent of schools tells me he could solve the problems of juvenile delinquency within his school if he had some money to put on aides.

We talk about community involvement. These aides would come from the community. Where would he go to get the money for the aides in the school?

Can he come to you?

Mr. **Gemignani.** He could come to us, yes, but in addition he has the Office of Education, NIHM, and LEAA, either through the State block grant or through discretionary grants in LEAA, and a variety of other sources.

One of the problems that we have in coordination is that people at the community level and people in the States don't really know what the resources are. Mrs. Hicks.

Mrs. **Hicks.** Oh, that is true.

Mr. **Gemignani.** We hope to bring some focus on this through the types of programs we're mentioning here. In Boston we are developing today a model cities program.

Mrs. **Hicks.** But only into the model cities area, so this does not help the problem in the Boston schools, because the problem is all around in the school. So where will my superintendent go to get money for his aides?

Mr. **Gemignani**. To the variety of funding sources that are available.

Mrs. **Hicks**. He tried, and he has not received it.

Mr. **Cohen**. Mrs. Hicks, I will be happy to have a person from the Office of Education call your office. I believe the President's recommendation on education is perhaps the best new vehicle to meet your problem, and I will have your office called this afternoon.

Mrs. **Hicks**. Would you, instead of worrying about the President's revenue sharing program, would you tell me where we now could go to get that money, not tomorrow but today?

Mr. **Cohen**. That person will be able to discuss that with you, or one of your staff.

Mrs. **Hicks**. Thank you.

Mr. **Pucinski**. I would suggest to the gentlelady, don't hold your breath about getting help from the revenue sharing program, because that is a rehash of programs.

Revenue sharing is the code word. What it means is that for years, in Federal programs, we have been subsidizing activities at the Federal level and State and local levels. We have been funding those for years, much to the chagrin of my friends on the left here, and it is called special revenue sharing.

General revenue sharing is a new idea which takes $3½, or $4, or $5 billion and would divert this money to the States and the local communities. This is the new idea. The $5 billion is a new idea. But my friends sitting at the witness table knows that special revenue sharing has been going on for years around here.

Mr. **Bell**. If the chairman would yield——

Mr. **Pucinski**. Yes, of course I yield.

Mr. **Bell**. I thought I distincly heard my good friend the Chairman, say that he was in favor of revenue sharing.

Mr. **Pucinski**. Generally? Yes, I will go for the general.

That is why I say don't hold your breath that somehow or other you are going to get some new help out of the special revenue sharing, because that is just another Madison Avenue gimmick.

You are going to take all existing programs we have now. We are going to put them into one package and say, "This is our great big special revenue sharing program for education."

The other day Mr. Romney said, "We have a $2 billion revenue sharing program for housing." That is nothing more than what we have been doing in housing for years.

The other day Mr. Volpe got up and said, "We are announcing a $1½ billion revenue sharing for transportation." It is nothing more than the transportation act we have had on the books for a number of years.

But you can get help for your program out of this act and you can get it from the gentleman sitting at the table. He has got $10 million. I don't know how much of it he has already spent, and he has got $15 million in 1971.

I don't know how much he has spent, and you can work out a program with him. This is the whole gist of our discussion this morning.

We in the Congress recognize after a tremendous amount of hearings and of testimony in 1968 that juvenile crime is a special problem that has peculiar needs all of its own.

Now we have had many, many years of research to come to that conclusion, and so we wrote the Juvenile Delinquency Act of 1968, Public Law 90–445.

A month or so later the judiciary committee reported out the safe Streets Act and that was also passed. Subsequently we passed a drug abuse act. We have passed a number of other very important legislative pieces dealing with crime at the different levels.

The quarrel that I have with your agency is that I see the problem of juvenile crime as a very special problem, requiring special attention, special funding, special knowledge, and we wrote into this bill, for instance, training of people to deal with juvenile crime.

We wrote throughout this bill provisions dealing with the very thing that Mrs. Hicks is talking about. Her problem gets lost in the shuffle in safe streets. Her problem is lost in the shuffle in drug abuse.

Her problem is lost in the shuffle of model cities. That is why in the judgment of the coequal branch of government, the legislative branch of government we decided the best way to approach this is through special legislation designed to meet special needs.

For reasons best known to yourselfs, you decided that you were not going to do it that way, and so you struggled through 1970 and 1971, and you are coming before this committee in 1972 with a new concept.

The Constitution does provide that the President proposes and Congress disposes. We will welcome your proposal, but don't inhale, because we have no intention of spending any more money on model programs or research programs.

We did that up until 1968, and in 1968 this Congress by a unanimous vote without a single dissenting vote, said, "Enough of this foolishness. We now want a program that is going to be into the bowels of the program," and we gave you $75 million.

I would strongly recommend that you go back, reread the act, reread the testimony that lead to this act, reread the statements made by my good Republican friends in support of this legislation, and then come back here and get behind us and let's renew that program for 2 years or 3 years and give it an honest to goodness chance, so that people like Mrs. Hicks are going to be able to go to you and say, "Look, I have a problem in Boston," or whatever it might be, and find an agency that will be able to address itself to that problem, not sit around a big round table and fighting it out with the safe streets people as to whether or not we need more squad cars, whether we need more radios, or more this, or of that.

We believe that this is juvenile crime, and this is part of American history, and the courts have held this, that young people have special problems, and those problems ought to be dealt with in a special way, and I strongly recommend to you as your friend and one who has done a lot of work in this field over the last 30 years that you go back and take another look at this thing and see if we can't come up with a program that is really going to give people answers.

If you want to call it revenue sharing for juvenile crime, be my guest, I don't mind.

Mr. **Bell**. Mr. Chairman, you are so articulate——

Mr. **Pucinski**. Can I use that in my campaign, coming from a Republican?

Mr. **Bell**. Yes. We need you, and I hate to see you slip off the boat here, because I know in Chicago 2 weeks ago, you promised to keep an open mind on special revenue sharing. I thought I detected a feeling that you were slipping, and I wanted to be sure you were with us.

But I think these hearings brought out one thing this morning that is very clear: there is a lack of emphasis on the juvenile aspect of crime. I think that is apparent throughout, and I think this is a very sad situation. We seem to be missing the boat. I know there is not enough money for crime, period, and all the problems related to the courts and so forth, but I do think we are over emphasizing other aspects and under emphasizing the juvenile. This is the area where we ought to do some thinking and perhaps some arguing with your people on the subject I think—don't misunderstand me—I think that all administrations have been equally guilty of this.

Mr. **Pucinski**. If I remain in the Congress and there is a new administration in 1972, let's assume for the moment a Democratic Administration, and they try to rewrite some of the good bills that the Republican Administration has gotten through the Congress, I would be just as critical.

I think one of the shortcomings, and this is why I am trying to persuade you gentlemen to go back and take another look. This is why Mrs. Chisholm and Mrs. Hicks asked the questions they did. I have been here 13 years, and I want to say this to you: One reason government seems inefficient is that every time a new administrator comes in, or a new administration, we go through this huge, mammoth game of musical chairs.

All the programs have to be changed, guidelines have to be changed, personnel has to be changed, rules and regulations have to be changed, and even legislation has to be changed, and that is instead of having some continuity in government and saying: "Well, it is true that the 1968 act was passed under one administration. Let us see what are the good features of this bill that we think can do the job."

If you are concerned about the bypass, Mr. Cohen, give us a recommendation for eliminating that. If there are other weaknesses in the bill that you think would make the bill more effective, give us those recommendations.

But where is it written in the great book that what we did in 1968 by a unanimous vote—where is it written in the great book that in 1971 that is not a good program, and has to be wholesale revised?

This is the great problem with government, and I say this as a Democrat, and I am sure the Republicans will agree, because we have a tendency to keep this Government in constant turmoil instead of giving the good people in government a chance to do the job that they are qualified to do, and I have complete confidence in you gentlemen.

I think you have demonstrated this morning that you know your subject, and you are sincere, and you want to do a job, and that is why I suggest you go back now and take a hard look at this program and say, "What the heck; let's give this bill a chance to work for another 3 or 4 years. If it does not work then, get rid of it."

Mr. **Twiname**. We appreciate the hearing you have given us, and we look forward to returning and discussing it again.

Mr. PUCINSKI. I would like to have you come back.

Mr. COHEN. Could I interrupt and follow up on your prior statement? We agree with just about everything you said, and juvenile crime and delinquency is a special problem, and we believe that the Department of Health, Education, and Welfare has a very important role to play on that as opposed to the Justice Department. In terms of working on this legislation with you, we would hope we would be able to clarify that and get a way of doing business wherein we are not in competition.

Mr. PUCINSKI. That is most reassuring. I think that is the most reassuring statement of the day, simply because we feel that this is an area of great need. We feel that the President can certainly win a great deal of support from people downrange, in saying, "OK, here is a program, and let's fund it."

I know we have an economic problem and I don't want to inject any partisanship here. It is a problem. Other Presidents have had it. I know that we have to try and rearrange priorities and I tell you this: It would be a great shame if after the careful work that went into this legislation we now were to dump this and turn the whole thing over to Safe Streets or someone else.

I think that HEW can do the job with a great deal more sense and sensitivity than the Justice Department, and that has been pretty much our national ethos. What I would like to get from you are the programs that have been funded in 1970, how the $10 million has been spent in fiscal 1970, if you can.

Mr. GEMIGNANI. We can.

(The document referred to follows:)

GRANTS

JUVENILE DELINQUENCY PREVENTION AND CONTROL ACT OF 1968

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Social and Rehabilitation Service
Youth Development and Delinquency Prevention Administration
Washington, D.C.

FOREWORD

This publication lists summaries of grants made by the Youth Development and Delinquency Prevention Administration for fiscal year 1970 (July 1, 1969–June 30, 1970). For convenient using, all grantees are listed alphabetically by State.

A total of 223 programs throughout the Nation received $9,585,717 for antidelinquency activities; 35 of these programs are in "Model City" neighborhoods, as designated by the U.S. Department of Housing and Urban Development.

During fiscal year 1969, the first year of its existence, this Administration awarded $4.128 million to aid 124 programs.

The grants, authorized by the Juvenile Delinquency Prevention and Control Act of 1968, are made under three separate titles of the Act.

Under title I, grants are made for planning or implementing programs of prevention and rehabilitation, especially those programs that are community-based and serve as possible alternatives to incarceration.

Under title II, grants are made to train sorely needed personnel for work in delinquency and youth-serving fields.

Under title III, grants are made to provide technical assistance to the States and communities to help them devise the very best methods of combatting delinquency. Grants may also be made under this title for model programs designed to furnish new knowledge and new techniques of treating the problem of delinquency.

On the next page is a brief statistical table summarizing fiscal year 1970 funding.

It is suggested that additional information regarding specific grants be obtained directly from the grantee.

For information regarding the grants program itself, write: Commissioner, Youth Development and Delinquency Prevention Administration, U.S. Department of Health, Education, and Welfare, Washington, D.C. 20201.

ROBERT J. GEMIGNANI
Commissioner,
Youth Development and
Delinquency Prevention Administration.

FISCAL YEAR 1970 GRANTS

	Grants	Amount
Total	**223**	**$9,585,717**
Title 1	**152**	**7,284,032**
Comprehensive planning	57	3,073,658
Project planning	8	184,371
Rehabilitation	26	1,099,916
Prevention	61	2,926,087
Title II	**48**	**1,610,375**
Curriculum development	6	190,799
Short-term training	39	1,260,731
Traineeships	3	158,845
Title III	**23**	**691,310**
Model programs	9	425,000
Technical assistance	14	266,310

ALABAMA

Family Court of Jefferson County, 120 2d Court North, Box 3747, Birmingham, Ala. 35211 (Prevention, $50,000 7/1/70–6/30/71, #70561)

The Family Court will upgrade and expand a community-based project that now operates in only two low-income areas. With the expansion, all children in the county, regardless of family income or location of homes, will be eligible for services. Services include camping experiences, counseling, parental study groups, and referrals to other agencies.

State Department of Pensions and Security, 64 North Union Street, Montgomery, Ala. 36104 (Planning, $50,000, 9/1/70–8/31/71, #69104–70–C1)

A study of existing courts, detention homes, training schools, and other programs and facilities that serve delinquent youth will be continued. Data will be analyzed to determine whether the State's responsibility for juvenile delinquency should be assigned to a single State agency. If so, appropriate legislation will be drafted to provide for uniformity in the juvenile court statutes and to authorize the establishment of a single State agency.

ALASKA

Department of Health and Welfare, Division of Corrections, Pouch H, Juneau, Alaska 99801 (Planning, $7,923, 7/1/70–9/30/70, #70229)

A specialist in group homes will make a 3-month study of the feasibility and cost of establishing a statewide network of group homes for children under 18 who have been referred to the Division of Corrections for short- or long-term care. The study will take into consideration the many diverse cultures of the children who would reside in the homes. It will deal with such questions as the size and location of the homes, the types of house parents that should be selected, and the training they would need, and community attitudes toward such a program.

Department of Health and Welfare, Division of Corrections, Pouch H, Juneau, Alaska 99801 (Planning, $5,423, 7/1/70–8/29/70, #70228)

A graduate student will be employed to investigate the needs for juvenile detention throughout the State. He will investigate the adequacy of the physical facilities and the programs they conduct, and will consider whether their geographic locations are suitable. His report will be used in developing short- and long-term planning of facilities and services for delinquent youth.

Criminal Justice Commission, Pouch AJ, Juneau, Alaska 99801 (Planning, $15,687, 7/1/70–6/30/71, #70125)

A corrections specialist will be employed on the staff of the Alaska Criminal Justice Planning Agency to prepare a comprehensive anti-delinquency plan. The existing multiyear criminal justice plan for Alaska will be utilized as a base in planning and coordinating all projects relating to juvenile delinquency. In addition to using data obtained by the Law Enforcement Assistance Administration, the specialist will collect and analyze data on rates, type, and distribution of juvenile delinquency, school dropout rates, socioeconomic factors, and the nature and scope of existing services for juveniles. He will contact public and private agencies to obtain this information and to assure the coordination of on-going and planned programs.

Department of Health and Welfare, Division of Corrections, Pouch H, Juneau, Alaska 99801 (Rehabilitation, $26,461, 9/1/70–8/31/71, #70343)

Delinquents released from the McLaughlin Youth Center often encounter problems when they are released to their communities, which counteract gains in rehabilitation made at the Center and result in their becoming delinquent again. This project provides a method of safeguarding rehabilitation gains. A plan for each youth who is to be released will be developed which takes into account the child's residential, educational, vocational, social, and recreational needs. A prerelease counselor from the Center and the youth's probation officer will work with the community in carrying out the plan. Intensive, on-site support will be given to the youth for 30 to 90 days after he leaves the Center, and periodic reviews of progress will be made for a year. Results will be evaluated in terms of reduction of recidivism.

Department of Health and Welfare, Division of Corrections, Pouch H, Juneau, Alaska 99801 (Rehabilitation, $44,399, 10/1/70–9/30/71, #69302–70–C1)

Three professional probation officers will recruit, screen, and train volunteers to work on a one-to-one basis with juvenile probationers. Monthly workshops will provide in-service training for the volunteers, and training sessions for new volunteers will be held every other month. The project began last year and, during its first 6 months, 60 volunteers were trained.

ARIZONA

Valley Big Brothers, 1515 East Osborn Road, Phoenix, Ariz. 85014 (Prevention, $20,234, 5/1/70–4/30/71, #70504)

This is an inner-city project which will be housed in a multipurpose service center and draw upon the resources of the center for services that boys and their families may need in addition to those provided by the Big Brother-Little Brother relationship. Service clubs and businesses located in the target area will be asked to help. An advisory committee will be composed of one-third professional personnel from youth-serving agencies; one-third adults residing in the target area; and one-third boys, aged 8–16, who live in the target area. One of the project director's duties will be to provide training to a youth from the area so that he can assist in the project and prepare for a career in youth service.

State of Arizona, Department of Corrections, 2980 Grand Avenue, Phoenix, Ariz. 85017 (Prevention, $50,000, 9/1/70–8/31/71, #69501-70-C1)

A Bureau of Preventive Services, operating on a statewide basis, was established during the first year of this comprehensive planning project. Its functions are to coordinate existing preventive programs and to encourage them to use new techniques to improve their services; to stimulate community involvement in, and support of, preventive programs; to develop delinquency prediction techniques and carry on other research; to assist in establishing regional, traveling clinics that will provide diagnostic and treatment services; and to collect and disseminate data on delinquency and the conditions that contribute to it. The present grant will permit the Bureau to place greater emphasis on training youth service personnel, organizing and training volunteers, and coordinating and developing public and private community services.

Eastern Arizona College, San Carlos, Ariz. 85550 (Prevention, $7,828, 7/1/70–6/30/71, #705133)

Young Apache students will be helped to establish a newspaper for the Reservation which will foster better communication among students and various tribal, governmental, and civic organizations. The paper will be a channel for expression of the opinions and feelings of students on matters relevant to them or the tribe; it will be useful in getting recreational and educational programs organized; and it will stress to youth the importance of remaining in school.

Maricopa County, 111 South Third Avenue, Phoenix, Ariz. 85003 (Rehabilitation, $21,938, 7/1/70–6/30/71, #70325)

A service will be established to divert predelinquent or newly delinquent juveniles into civil rather than correctional institutions for the services they need. Functions of the service will include an evaluation of each child's difficulty and, when needed, referral to an appropriate agency for assistance. Referrals will be followed up to determine the adequacy of the services provided by the agencies. Limited family and child counseling services will be provided. Through the use of the project's information resources, agencies should be able to plan programs which offer a maximum level of service and avoid needless duplication.

Salt River Pima-Maricopa Indian Community, Route 1, Box 120, Scottsdale, Ariz. 85257 (Training, $47,000, 8/16/70–8/15/71, #69786–70–C1)

The Southwestern Behavioral Training Center will add four behavioral consultants to its staff and develop a new supervisory position of behavior consultant coordinator. The Center will also develop teaching materials and new techniques for training nonprofessional Indian personnel for work in Indian communities. The training will be designed to develop the following skills and techniques: identification and establishment of behavioral objectives; accurate observation of behavioral situations; assessment of the interaction of behaviors; and development and implementation of techniques for behavioral change. A special effort will be made to develop new careers for Indian youth. Indians in four states will benefit from the project.

The Navajo Tribe, Box 447, Window Rock, Ariz. 86515 (Training, $13,000, 7/1/70–6/30/71, #69760–70–C1)

Last year's support of this project provided for training Navaho trial judges to deal with juvenile delinquency problems. The continuation will give further training to the judges, as well as to a juvenile judge, and also provide for the training of probation officers and referees. Three probation officers will be hired and sent to a training school. They will then train all subsequently hired juvenile department personnel. Material to be used in the training program will include theories and varieties of delinquency, the role of institutions, pretrial and presentence investigation, court disposition, and juvenile court procedure.

ARKANSAS

Arkansas Commission on Crime and Law Enforcement, 1009 University Tower Building, Little Rock, Ark. 72204 (Planning, $60,000, 4/1/70–3/31/71, #70103)

The project will provide a statewide plan which will be used as the basis for developing a comprehensive preventive, treatment, and rehabilitation service for youths who have delinquency records, as well as those who are in danger of becoming delinquent. Activities will include studies to determine the degree and scope of the problem; assessment of preventive and rehabilitative resources needed to combat it; and development of methods of coordinating voluntary and governmental agencies in effective community-based programs. A written plan will be prepared which will identify and analyze problems, evaluate goals, outline methods of achieving them, and indicate the staff and financial support available for the program.

Church Women United, 1800 North I Street, Fort Smith, Ark. 72901 (Prevention, $10,000, 7/1/70–6/30/71, #70524)

An emergency residence for girls under 18 will be established to serve as an alternative to incarceration in the jail. The services of a psychologist, physician, nurse, social counselor, religious counselor, and supervisor will be available to the girls while they are in the shelter. Every effort will be made to make suitable permanent living arrangements for them. Community organizations have leased and furnished the shelter.

Conway County Community Service, Inc., Box 679, Morrilton, Ark. 72110 (Prevention, $18,368, 7/1/70–6/30/71, #69519–70–C1)

This grant will finance employment of additional personnel and greater use of part-time personnel on a project which provides individual and group therapy for delinquents and predelinquents, parent counseling, family therapy, and other services, including legal counsel for juvenile offenders. The grant will also support community workshops where representatives of law enforcement agencies and religious and civic organizations will meet together to identify needs and find solutions to conditions which contribute to crime and delinquency.

Boy Land of Arkansas, Inc., Box 158, Winslow, Ark. 72959 (Prevention, $10,000, 7/1/70–6/30/71, #69516–70–C1)

The project gives 36 delinquent and predelinquent boys an opportunity to live on a ranch and participate in typical ranch activities, as well as community service projects. The boys receive religious, vocational, and educational training and other services designed to give them a sense of responsibility and to help them adjust when they return to their homes and communities. The results of the project will be evaluated by school grades, participation in activities, cooperation, skills, and general attitudes.

CALIFORNIA

City of Compton, 205 South Willowbrook Avenue, Compton, Calif. 90220 (Planning, $40,000, 7/1/70–6/30/71, #70109)

During the first phase of this comprehensive planning project, the city will collect data on rate and incidence and distribution of juvenile offenses; health; school dropout rates; and various population and socioeconomic data relating to the juvenile delinquency problem. The nature and scope of existing services and facilities for youth will also be studied. Official data will be supplemented with surveys conducted by youths themselves to produce their viewpoints on the problems. A detailed plan will then be developed which will cover such areas as manpower and training needs, technical assistance to existing agencies and organizations, establishment of demonstration programs and other activities. Youth trained as interns under another project will participate in the development of the plan. Serving as staff members, under the supervision of competent professionals, the interns will be responsible for developing and working with a youth advisory council.

California Council on Criminal Justice, 1108 14th Street, Sacramento, Calif. 95814 (Planning, $100,000, 3/16/70–6/30/71, #69140–70–S1)

This grant will fund five in-depth studies in these areas: evaluation models for probation services; analysis of the role of juvenile police specialists; correctional strategy for the ghetto; reduction of drug abuse; and juvenile justice organization.

San Francisco Juvenile Delinquency Prevention Commission, 45 Hyde Street, San Francisco, Calif. 94102 (Prevention, $100,000, 7/1/70–6/30/71, #70595)

A Youth Service and Coordinating Center of Chinatown-North Beach will be established. It will be a drop-in center where youth of the area can receive help with problems. The schools, probation and police departments, and the youth authority are assigning a Chinese-speaking staff to the center. Staff will include a psychiatric social worker, job specialist, and recreation activities coordinator. Youth will play a major role in operating the center's extensive recreation program and in recruiting and working with clients.

Chico State College, Department of Social Welfare and Corrections, West First and Normal Streets, Chico, Calif. 95926 (Training, $39,000, 9/1/70–8/31/71, #697104–70–C1)

Additional efforts will be made to improve and expand the social work education program, with special emphasis placed upon the juvenile delinquency field. Efforts to recruit bilingual and minority groups will include helping them with financial and other problems that prevent them from entering college. Field instruction will be improved by the introduction of professional social workers into rural correctional and welfare agencies, as well as school districts, where they will serve as field instructors. Field placements will be expanded by including supportive experiences in projects for the disadvantaged.

City of Compton, 205 South Willowbrook Avenue, Compton, Calif. 90220 (Training, $22,845, 5/1/70–10/31/70, #70802)

Interns, aged 19 to 25, drawn primarily from Negro and Mexican-American groups in the area, will receive training in social planning through a combination of academic teaching, placement with professional planning agencies, and supervised apprenticeships. Each intern will be assigned to one of the following fields: health, education, recreation and culture, job training, the juvenile justice system. The training program will not only prepare young men and women for meaningful careers, but will also be a means for the city to develop its own corps of experts whose motivation and concern for the community can be expected to be higher than that of outsiders.

Teen Post, Inc., 4408 South Main Street, Los Angeles, Calif. 90037 (Training, $84,494, 7/1/70–9/30/70, #69704–70–C1)

An eight-week seminar on social and educational change was conducted in phase I of this project for 80 student activists from ghetto, barrio, and middle-class high schools in Los Angeles County. The primary objectives of phase II will be: (1) To follow through on the suggestions and recommendations that came out of the conference; (2) to establish a structure between high school leaders, principals, and public school administrators for the express purpose of opening lines of communication to insure ongoing dialogue; (3) to redirect the "revolutionary" energy and commitment of students into relevant, constructive social action related to desired change, and directing activities into channels that produce results rather than meaningless concessions or retaliation.

Community Justice Center, 449 West 78th Street, Los Angeles, Calif. 90003 (Training, $80,787, 4/1/70–9/30/70, #70732)

Ghetto youths will be trained to perform new roles in the justice system. The trainees will be coupled with law students to form teams that will investigate cases of persons who are incarcerated while awaiting trial. The teams will contact families, friends, and employers to establish reliability and, if appropriate, will recommend release without bail. As they gain proficiency, the teams will also assist with legal and social problems in an effort to relieve the situations which led to arrest. The different perspectives of the trainees and the law students are expected to be a stimulus to both groups. Ultimately, the teams may engage in broader, more systematic research on the justice system, particularly on methods of improving procedures for evaluating the need for arrest and detention of juveniles.

Special Service for Groups, Inc., 2400 South Western Avenue, Suite 207, Los Angeles, Calif. 90018 (Training, $24,623, 5/1/70–10/31/70, #70708)

Sociology majors at California State College who are preparing for careers of service to delinquent youth will receive a training experience for which they will earn a one-quarter credit. The training will emphasize needs for institutional change and the involvement of delinquent youth in constructive activity, rather than the treatment of "sick" children. Each student will be assigned to a small group of youths in one neighborhood and will spend 10 hours a week with them. The assignments to the youth groups as well as to the training groups will be planned to give students experiences that cut across racial, ethnic, and class lines. A training model will be developed, based on learning through group relationships in small seminars rather than through the traditional apprenticeship method. The model will be tested for future use in undergraduate field work and in agencies. Workshops for agency training personnel will introduce the model to the field.

University of Southern California, Public Systems Research Institute, University Park, Los Angeles, Calif. 90007 (Training, $7,308, 3/15/70–9/15/70, #69799-70-C1)

This continuation grant will enable the institute to hold a second technical assistance training workshop for personnel from State and local agencies involved in planning delinquency control programs. Emphasis will be on improving planning capabilities; making appropriate use of Federal, State, and academic technical assistance resources; and developing standards of program evaluation and assessment.

University of Southern California, School of Public Administration, University Park, Los Angeles, Calif. 90007 (Training, $28,739 5/1/70–10/31/70, #70603)

A curriculum for law enforcement officers responsible for managing juvenile police programs will be developed, tested, and evaluated. The content will stress modern organization and management theory and practice, as well as the development of effective methods of coordinating the services of the criminal justice system. The course will be tested on two classes, each consisting of 20 students representing different parts of the country, and will be evaluated on the basis of student critiques, change in the trainees' knowledge and attitudes, and comparisons of the trainees' job performance before and after the course. The curriculum materials will then become available for other educational and training organizations. The project will be conducted by the school's Delinquency Control Institute.

City of Richmond, Youth Services Bureau, Civic Center Plaza, Richmond, Calif. 94801 (Training, $25,000, 7/1/70–6/30/71, #70768)

Training will be given to staff of the Youth Services Bureau who work with predelinquent youth. The workers will be trained in techniques for reaching and working with youths and their parents who live in the Model City neighborhood. The staff who work in the Youth

Services Bureau have been donated by local agencies. One of the purposes of the training will be to prepare them to assume an advocate role with their parent agencies, encouraging them to find more effective ways of serving the target population.

University of Southern California, University Park, Los Angeles, Calif. 90007 (Technical Assistance, $30,000, 1/1/70–6/30/70, #69006–70–C1)

The University of Southern California proposes to use the expertise and knowledge it has acquired to provide technical assistance to State, local, or other public and private agencies or organizations to solve problems concerned with the prevention, rehabilitation, and control of juvenile delinquency. It will offer direct technical assistance, short-term technical training related to technical assistance services, furnish information and materials for field use which can be expanded and improved to be funded under the Act. It will provide continuing feedback and will make recommendations on program operations and design as patterns of difficulty or opportunity appear. It may consult on the execution of specific planning projects.

Social Action Research Center, 2728 Durant Avenue, Berkeley, Calif. 94702 (Technical Assistance, $80,000, 1/1/70–12/31/70, #69007–70–C1)

This project will offer direct technical assistance to State planning agencies and local groups; short-term technical training related to the involvement of youth, including offenders and ex-offenders, as active participants in the areas of program planning and development; and offer aid in the implementation and evaluation of juvenile delinquency programs. This project will establish a mechanism to link the State planning agencies with youth and the disadvantaged community, to assure a capacity to develop and implement comprehensive juvenile delinquency programs.

City of Richmond, Civic Center Plaza, Richmond, Calif. 94801 (Model Program, $55,000, 7/1/70–6/30/71, #70918)

A residential and drop-in center will be established for teenagers in the Model City neighborhood. The purpose is to demonstrate that a multiservice center which emphasizes direct youth involvement in program planning and implementation can reduce delinquency. Programs will be developed to help young people cope with both individual and community problems. Direct services will include counseling and rehabilitation services for delinquents and predelinquents, family therapy, tutoring, and special assistance for drug users and potential school dropouts.

COLORADO

Division of Youth Services, Department of Institutions, 328 State Services Building, 1500 Sherman Street, Denver, Colo. 80203 (Planning, $65,000, 10/1/70–9/30/71, #69126–70–C1)

One major phase of the project this year will be to expand the use of youth consultants in developing community-based preventive and treatment programs. The advisory board which was formed at the start of the project will be made permanent and will work on legislation as well as other facets of plan development. The preparation of guidelines for a 10-year statewide comprehensive program for the prevention and control of juvenile delinquency is the goal of this planning project.

Colorado State Judicial Department, 323 State Capitol, Denver, Colo. 80203 (Rehabilitation, $27,221, 10/1/70–9/30/71, #70345)

The grant will permit expansion of a project which uses trained volunteers in a one-to-one relationship with probationers. Volunteers commit themselves to spending at least 3 hours a week for 9 months with probationers. They work through a club-type organization which provides various recreational activities to the probationers who are members.

University of Colorado, Center for Action Research, Bureau of Sociological Research, Department of Sociology, Boulder, Colo. 80302 (Training, $20,000, 3/2/70–8/31/70, #69795–70–C1)

Technical assistance workshops will be held in three separate locations for personnel of State and local agencies involved in developing comprehensive juvenile delinquency control programs in Arkansas, Colorado, Idaho, Louisiana, Montana, New Mexico, Oklahoma, Texas, Utah, and Wyoming. The purpose of the training is to help them improve their planning capabilities; make appropriate use of the Federal, State, and academic technical resources available to them; gain a better understanding of the Federal grant programs applicable to the prevention and control of delinquency; share in the knowledge and experience of other State and local planning agencies; and develop standards of program evaluation and assessment.

Boulder, Colo., Juvenile Court, 20th Judicial District, 1300 Canyon Boulevard, Boulder, Colo. 80302 (Training, $23,000, 9/1/70–5/31/71, #69701-70-C1)

Probation professionals will be trained in the management of volunteer programs and the training of volunteers. Techniques and guidelines in this project should be of value to court probation departments throughout the Nation that want to conduct effective training programs for using volunteers.

Colorado State Judicial Department, 323 State Capitol, Denver, Colo. 80203 (Training, $50,000, 10/1/70–9/30/71, #70787)

The Denver juvenile court will strengthen and broaden its agency-based training activities by more fully involving personnel from related agencies who serve delinquent youth in the Denver Model City neighborhood. This will be accomplished by sponsoring interagency training sessions for personnel at administrative, supervisory, and line levels. The project is designed to increase the participants' awareness of the life situations of the very poor. In addition to using printed, filmed, and taped material, the project will involve lay and professional consultants.

University of Colorado, Department of Sociology, Boulder, Colo. 80302 (Technical Assistance, $30,000, 1/1/70–6/30/70, #69003-70-C1; $14,000, 7/1/70–9/15/70, #69003-70-C1-S1)

The University of Colorado proposes to use the expertise and knowledge it has acquired to provide technical assistance to State, local, or other public and private agencies or organizations to solve problems concerned with the prevention, rehabilitation, and control of juvenile delinquency. It will offer direct technical assistance, short-term technical training related to technical assistance services, furnish information and materials for field use which can be expanded and improved to be funded under the Act. It will provide continuing feedback and will make recommendations on program operations and design as patterns of difficulty or opportunity appear. It may consult on the execution of specific planning projects.

CONNECTICUT

Department of Children and Youth Services, 409 State Capitol, Hartford, Conn. 06115 (Planning, $30,060, 7/1/70-6/30/71, #70226)

Profile material on Connecticut youth, aged 10 to 15 years, will be collected in order to determine where emphasis should be placed by the Department and by other agencies in the State in planning and developing their programs. Statistical data will be collected for present planning and for projection of needs, so that long-range plans can be made.

Planning Committee on Criminal Administration, 75 Elm Street, Hartford, Conn. 06115 (Planning, $67,926, 10/1/70-9/30/71, #69112-70-C1)

A survey of over 1,500 public and voluntary agencies and schools involved in the prevention and control of delinquency has been completed. A comprehensive plan, based on an analysis of the nature and extent of delinquency and the needs for services as identified by the survey, will be developed. The plan will include recommendations for improvement, modification, or abandonment of existing services, as well as suggestions for new services.

DELAWARE

Delaware Agency to Reduce Crime, 1208 King Street, Wilmington, Del. 19801 (Planning, $50,000, 3/2/70-8/31/70, #69102-70-S1; $50,000, 9/1/70-6/30/71, #69102-70-C1)

A statewide survey of delinquency problems and programs will be completed. Work will commence on a second phase to include plans for community involvement, the possible formation of Youth Services Bureaus, and the exploration of the most suitable programs for dealing with the occupational and educational needs of delinquents. Also, a drug use survey will be conducted among college and high school students.

DISTRICT OF COLUMBIA

Government of the District of Columbia, Office of Youth Development Services, 711 14th Street NW., Washington, D.C. (Planning, $50,000, 5/1/70–12/31/70, #69101–70–C1; $50,000, 2/9/70–4/30/70, #69101–70–S1)

During the first phase of this comprehensive planning project, an experimental neighborhood program was developed to provide the structures and data required for a District-wide effort. The second phase will include installing the experimental program, adjusting it to neighborhood needs, evaluating it, and constructing procedures and schedules for expanding it to other areas. The ultimate goal is to have a District-wide family/youth program that will encompass all available agency and community resources for preventing and controlling juvenile delinquency and that will be capable of adjusting rapidly to changing situations. Program features will include: meshing and upgrading agency, institution, and neighborhood services to meet community needs; providing a drug-abuse program, including diagnostic and treatment centers; organizing special education and service programs for youth; establishing an adjudication and youth placement program, and a management and information system.

Office of Youth Opportunity Services, 1345 Pennsylvania Avenue NW., Washington, D.C. 20004 (Prevention, $60,000, 7/1/70–6/30/71, #705150)

A youth courtesy patrol will be formed to serve the Model City neighborhood. The youths will be 14–18 years of age and will be selected by the community. Their main function will be to observe acts of violence and report them to the police. They will be stationed at times and places where neighborhood people, particularly women, need protection, and where their mere presence will help to deter crime. They will patrol in teams of two to four, will wear identifying clothing, and will carry two-way radios and flashlights. To prepare for patrol work, the youths will be trained in observation and reporting, counseling to teenagers, emergency first aid, and other matters that will help them to provide appropriate assistance in crime prevention and detection.

Frederick Douglass United Community Center, Inc., 2027 Nichols Avenue SE., Washington, D.C. 20020 (Training, $48,582, 5/1/70–4/30/71, #70741)

Training will be given to three groups: Youth from a high delinquency area; adult residents of the same area; and personnel of agencies that serve the area. The youth leader trainees, aged 16 to 25, will receive a year of training consisting of about 10 hours a week of instruction and field experience. The purpose is to enable them to prevent and deter the delinquent behavior they encounter in their neighborhood. The adult residents will participate in workshops and seminars designed to make them aware of, and to help them to deal with community problems that have a negative impact upon the lives of juvenile residents. Agency personnel will be trained in specific areas of expertise but, most importantly, will be brought together for dialogs and discussions which stimulate them to cooperate and to coordinate their services.

The American University, Washington College of Law, Institute of Law and Social Behavior, Washington, D.C. 20016 (Model Program, $65,000, 7/1/70–6/30/71, #70929)

The purpose is to formulate for the juvenile court a model system for providing dispositional treatment plans that will be especially useful to defense counsels. Project teams, composed of students from the disciplines of law, behavioral science, and social work, will study present disposition processes and formulate new disposition-planning system approaches. Professional staff will supervise the students and carry out the research program. The project will have a three-fold value: It will establish treatment criteria; define and clarify the roles of professionals involved in the disposition and treatment of juveniles; and train new professionals to participate in the treatment process.

FLORIDA

Department of Health and Rehabilitative Services, Division of Youth Services, 325 East Gaines Street, Tallahassee, Fla. 32304 (Planning, $15,650, 7/1/70–6/30/71, #70135)

This project is designed to develop the research and planning capabilities necessary to establish pilot models of community-based youth service centers. The major strategy of Florida's long-range plan for prevention and control of juvenile delinquency is to establish a network of such centers. The center system will include administrative activities, diagnostic functions, residential and nonresidential treatment houses for boys and girls, group foster homes, and programs for coordinating the various State and community groups and agencies that serve youth. The plan calls for the initial establishment of seven such centers in seven different environmental and geographic settings to serve as pilot models, through which knowledge and experience can be gained which will be applied in setting up the whole network of centers.

Dade County Juvenile and Domestic Relations Court, 73 W. Flagler Street, Miami, Fla. 33127 (Rehabilitation, $34,150, 10/1/70–9/31/71, #69312–70–C1)

The Dadefields project, a nonresidential community treatment program, provides rehabilitative and treatment services to hard-core delinquent youth who, if not for such a program, would have been committed to a training school. Through supervised work experiences and guided group interaction, the project aspires to attain the following objectives: (1) to modify delinquent behavior of the community peer group and encourage development of new attitudes and behavior which are socially acceptable; (2) to provide the group with the means for living so that they can help themselves to a better community adjustment; (3) to provide the juvenile court and the offender with an alternative to commitment to a correctional institution in cases where the offender is deemed suitable for this type of program.

Pinellas County Juvenile Court, 14500 49th Street North, St. Petersburg, Fla. 33732 (Rehabilitation, $25,056, 9/1/70–8/31/71, #69313–70–C1)

This project is a "sea-going" program designed to gain the interest of delinquent boys aged 13 through 15 and to help them work through personal problems, gain self-confidence, and develop job and educational skills. The boys receive classroom instruction on seamanship as well as practical experience in building, repairing, and handling boats.

Department of Health and Rehabilitative Services, Division of Youth Services, 325 East Gaines Street, Tallahassee, Fla. 32304 (Rehabilitation, $50,000, 7/1/70–6/30/71, #70317)

A residential treatment house for 25 delinquents will be established in or near the Tampa Model City neighborhood. Its aim will be to prevent the boys from committing a misdemeanor or felony for at least 1 year after they are released from the treatment house. A reality therapy, guided group interaction will be relied upon primarily to modify the behavior and attitudes of the boys.

Hillsborough Junior College, Box 1213, Tampa, Fla. 33601 (Training, $22,000, 7/1/70–6/30/71, #69625–70–C1)

Training for paraprofessional positions in the delinquency field will be given in summer seminars and in full academic courses during the school year. Emphasis will be placed on recruiting students from underprivileged groups. The purpose of the project is not only to increase the number of qualified personnel who work with delinquents, but also to improve the skills of those who are now employed in such work and to enable agencies to provide more in-service training to their staffs.

City of Jacksonville, Department of Child Services, City Hall—220 East Bay Street, Jacksonville, Fla. 32202 (Training, $20,352, 5/1/70–4/30/71, #70726)

In-service training will upgrade the skills of staff in the newly created Department of Child Services who have not had professional training. The curriculum will be planned by consultants from the fields of juvenile rehabilitation and behavioral sciences. Topics covered will include the juvenile court process, case control techniques, court presentations, interagency relationships, and various procedural matters. The major part of the training will be designed to help the trainees become more effective in counseling and rehabilitation services. Knowledge from the fields of social work, psychology, and other behavioral sciences will be transmitted, with emphasis on individual and group treatment and the use of community resources. Another part of the training project consists of sessions for juvenile court personnel, community agencies, and citizen's groups, designed to sensitize them to the special needs and aspirations of disadvantaged youth.

Florida State University, School of Social Welfare, Department of Criminology and Corrections, Tallahassee, Fla. 32306 (Training, $7,000, 4/1/70–9/30/70, #697100–70–C1)

The university will hold technical assistance workshops for personnel from State and local agencies in Alabama, Florida, Mississippi, South Carolina, and Tennessee, who are involved in developing comprehensive juvenile delinquency control programs. The purpose of the training is to help them improve their planning capabilities; make appropriate use of the Federal, State, and academic technical resources available to them; gain a better understanding of the major Federal grant programs applicable to the prevention and control of delinquency; share in the knowledge and experience of other State and local planning agencies; and develop standards of program evaluation and assessment.

Florida State University, Department of Criminology and Corrections, Tallahassee, Fla. 32306 (Technical Assistance, $10,000, 6/16/70–6/15/71, #69005-70-C1)

Florida State University proposes to use the expertise and knowledge it has acquired to provide technical assistance to State, local, or other public and private agencies or organizations to solve problems concerned with the prevention, rehabilitation, and control of juvenile delinquency. It will offer direct technical assistance, short-term technical training related to technical assistance services, furnish information and materials for field use which can be expanded and improved to be funded under the Act. It will provide continuing feedback and will make recommendations on program operations and design as patterns of difficulty or opportunity appear. It may consult on the execution of specific planning projects.

GEORGIA

State Planning Bureau, Office of Crime and Juvenile Delinquency Prevention, 270 Washington Street SW., Atlanta, Ga. 30334 (Planning, $20,452, 7/1/70–6/30/71, #70130)

A full-time planner will be employed to carry out tactical planning in the field of juvenile delinquency, with special emphasis on preventive programs. This is a next step in a comprehensive planning program which has already resulted in the development of broad plans and the identification of priority needs. The planner will work closely with the six professional planners who are now working in the broad field of law enforcement and criminal justice.

Georgia State University, Department of Sociology, 33 Gilmer Street SE., Atlanta, Ga. 30303 (Prevention, $22,613, 7/1/70–6/30/71, #70596)

Children, aged 8 to 12, from low-income neighborhoods will be offered structured intergroup, interracial experiences, including 2 weeks at camp and several months of follow-up activities. Undergraduate students in social welfare, serving under the direction of a faculty member, will work with the children at camp and, after the children return, each student will meet with his group for at least a day and a half a month to help the children plan activities and to continue the approaches begun during the camping period. The students will be encouraged to use resources of the university and of community agencies in meeting the needs of the children. Program evaluation will be built into all stages of the project. About 100 children from the Atlanta area will be served.

State Planning Bureau, 270 Washington Street, Atlanta, Ga. 30334 (Prevention, $41,950, 7/1/70–6/30/71, #70597)

A drug-abuse education program will be introduced into the Georgia schools, concentrating mainly on the Atlanta metropolitan area. Teachers from the Atlanta area will be involved in a 2-week workshop, and drug information syllabi will be developed by each of the Atlanta metropolitan school systems. These syllabi will be designed for students, and students will participate in developing them. Development and dissemination of drug-abuse information and the establishment of a film library on drugs for use by all Georgia schools are also included in the project.

GUAM

Department of Corrections, Box 3236, Agana, Guam 96910 (Prevention, $12,500, 7/1/70–6/30/71, #70563)

A group home will be established to house predelinquent children who are now living in a correctional institution. The home will be located in a residential area and the children will participate in the life of the community. Twelve children can be accommodated; they will be selected on the basis of a social, psychological, and psychiatric evaluation. It is believed that this transitional living arrangement will minimize the stigma often suffered by the predelinquent when he returns to his community directly from an institution for delinquents.

HAWAII

State Law Enforcement and Juvenile Delinquency Planning Agency, 1010 Richards Street, Honolulu, Hawaii 96813 (Planning, $50,000, 7/1/70–6/30/71, #69132–70–C1)

The existing juvenile justice system was evaluated and areas where improvements were needed were identified during the first year of this project. Some initial planning with local communities was also started. Phase II will consist of plan development. Youth will be extensively involved in the planning process as will various organizations and agencies in the four counties that are to be covered by the plan.

State of Hawaii Family Courts, Intake and Counseling Services, Box 3498, Honolulu, Hawaii 96811 (Prevention, $40,000, 7/1/70–6/30/71, #70513)

Youths and elderly people, drawn from moderate- and low-income areas, will be recruited and trained to serve as buddies to children in the Model City neighborhood who are delinquent and/or are school dropouts or potential dropouts. Each buddy will be assigned about three children, so that a total of 120 youngsters will be served. The buddies will offer friendship, counseling, tutoring, and shared recreational and other experiences and will refer to appropriate community agencies children who need more specialized services. The aim of the program is to guide troubled youth toward nondelinquent behavior, academic achievement, and successful employment. The training given to the buddies will also prepare them for subprofessional employment in youth-serving agencies.

Young Women's Christian Association of Oahu, Box 337, Honolulu, Hawaii 96809 (Prevention, $36,297, 7/1/70–6/30/71, #705166)

A rehabilitative and activity program will be offered to about 40 girls, aged 12 through 16, who have been referred by the family court or who are self referrals. Primary treatment will be through the peer group and its activities, augmented by personal and family counseling and the use of various community services. Upon admission to the project, a girl will join a group of six or eight other girls for activities and counseling sessions. She will then be transferred to an on-going group for further services or referred to other agencies in the community.

IDAHO

Law Enforcement Planning Commission, Statehouse, Boise, Idaho 83707 (Planning, $40,190, 7/1/70–6/30/71, #69103–70–C1)

Substantial data were collected during the first phase of this comprehensive planning project. Phase II will consist of planning ways to meet the following priorities: Providing adequate probation and parole services; updating and improving the legal structure for handling juveniles; upgrading personnel responsible for handling juvenile matters; improving statistical procedures; developing community-based services and facilities; developing proper detention facilities; upgrading a youth training center program; and securing greater involvement of the community in juvenile matters.

Nez Perce Tribal Executive Committee, Box 305, Lapwai, Idaho 83540 (Prevention, $40,386, 5/1/70–4/30/71, #70510)

A year-around recreational and educational program, organized and sponsored by the Nez Perce Indians, will be provided for about 100 youths, aged 12 to 18. Youths themselves have been involved in the planning of the project. A 10-week summer camp will be conducted on tribal forest land and a September to May recreation and vocational program will be based at the two tribal community centers at Lapwai and Kamiah. There will be physical fitness programs as well as training in forestry, business and clerical, home economics, and other skills. Emphasis will also be placed on Nez Perce language, culture, and heritage.

Fort Hall Business Council, Shoshone-Bannock Indian Tribe, Fort Hall Agency, Fort Hall, Idaho 83203 (Rehabilitation, $19,424, 5/1/70–4/30/71, #70301)

A medical holding facility, now used for the treatment of suicidal persons, will be expanded to serve juveniles who, because of drug abuse or other problems, are detained in a separate cell at the city jail. By placing them in the medical facility, the children will receive promptly whatever medical treatment they need as well as psychiatric examinations and social work services. In addition, the project is designed to diagnose and treat emotional problems in the very young and to strengthen family life by utilizing all available Federal, State, and local resources.

ILLINOIS

Illinois Law Enforcement Commission, 134 North La Salle Street, Chicago, Ill. 60602 (Approved State Plan, $100,000, 6/29/70–6/28/71, # Illinois 70)

This grant will begin funding the first State plan to be approved under title I. Two youth services bureaus will be established, to serve as ways of diverting many youth from the juvenile justice system and provide comprehensive services.

City of Chicago, Model Cities Program, 640 North La Salle Street, Chicago, Ill. 60610 (Rehabilitation, $100,000, 7/1/70–6/30/71, #70333)

Two small group homes will be established for juvenile offenders, aged 17 and 18, who have been tested for aptitudes in skilled trades.

After their parents have been consulted, youths who qualify will be offered an opportunity to take apprenticeship training. The project is based on the premise that the small group culture which will be developed in the home setting can do much to provide the necessary ego supports for the youths, at the same time that the job training offers prospects of a secure livelihood in a respected craft. The opportunity will be limited to youths who reside in Model City neighborhoods. The Circuit Court of Cook County will cooperate in the intake and testing procedures and the Chicago Building Trades Council will cooperate in the apprenticeship training. The Chicago Department of Human Resources will administer the project.

Southern Illinois University, Center for the Study of Crime, Delinquency, and Corrections, Edwardsville, Ill. 62025 (Training, $7,000, 7/1/70–6/30/71, #69793–70–C1)

The center will hold technical assistance training workshops for personnel of State and local agencies in Wisconsin, Minnesota, Illinois, Indiana, Ohio, North and South Dakota, Nebraska, Kansas, Michigan, Iowa, and Missouri. The purpose of the training is to help them improve their planning capabilities; make appropriate use of the Federal, State, and academic technical resources available to them; gain a better understanding of the major Federal grant programs applicable to the prevention and control of delinquency; share in the knowledge and experience of other State and local planning agencies; and develop standards of program evaluation and assessment.

Southern Illinois University, Center for the Study of Crime, Delinquency, and Corrections, Edwardsville, Ill. 62025 (Training, $50,000, 7/1/70–6/30/71, #69703–70–C1)

This project proposes to provide training for administrators, supervisory personnel, and child care staff who work in juvenile detention facilities. The purpose is to enable personnel to maximize treatment effectiveness in the detention home setting. This involves the examination of the environmental milieu to which detained youth are exposed, the delineation of professional roles and responsibilities, curricula development, procedural and programmatic alternatives, self-study techniques, and questions of treatment philosophies.

Southern Illinois University, Center for the Study of Crime, Delinquency, and Corrections, Edwardsville, Ill. 62025 (Technical Assistance, $15,000, 2/1/70–7/31/70, #69004–70–C1)

Southern Illinois University proposes to use the expertise and knowledge it has acquired to provide technical assistance to State, local, or other public and private agencies or organizations to solve problems concerned with the prevention, rehabilitation, and control of juvenile delinquency. It will offer direct technical assistance, short-term technical training related to technical assistance services, furnish information and materials for field use which can be expanded and improved to be funded under the Act. It will provide continuing feedback and will make recommendations on program operations and design as patterns of difficulty or opportunity appear. It may consult on the execution of specific planning projects.

INDIANA

City of East Chicago, 4525 Indianapolis Boulevard, East Chicago, Ind. 46312 (Prevention, $25,000, 7/1/70–6/30/71, #70538)

Alienated young people, drawn mainly from minority groups, are the target population. A 12-month program of intensive training will be given to one group of youths to prepare them to train others and to play an active role in the planning and operation of programs for youth. The trainees will be helped to acquire skills in leadership and organizing. They will be made aware of social and political issues and given an understanding of the processes that operate in groups which help them to achieve the goals they set. Elementary skills for designing action proposals and for assessing on-going programs will also be taught. Practical experience and field observation will be combined with counseling and instructional sessions.

Indiana University, 1219 W. Michigan Street, Indianapolis, Ind. 46204 (Rehabilitation, $75,000, 7/1/70–6/30/71, #70327)

A transitional classroom will be established within an Indianapolis elementary-junior high school for parolees and potential delinquents. Instruction in academic subjects, vocational courses, and physical education will be individualized to meet the needs of each student. A full-time counselor will conduct individual and group counseling sessions and will also visit and work with persons in or near the homes of these students. The project will serve as a link between the correctional system and the school system, and is especially designed to keep smooth the transition from correctional school to normal community living.

IOWA

Woodbury County Board of Supervisors, Board of Education, County Courthouse, Sioux City, Iowa 51101 (Planning, $39,740, 7/1/70–6/30/71, #70231)

A plan will be developed for combatting drug abuse in the Siouxland metropolitan area. Priorities will be given to: community education and impact programs; coordination of activities relating to the drug abuse problem that are carried out by existing law enforcement personnel; and the development and introduction into the school system of a curriculum that will alert students to the dangers of drug abuse. An educational coordinator and a legal coordinator will be employed to help develop and implement the comprehensive plan.

Iowa Children's and Family Services, 1101 Walnut Street, Des Moines, Iowa 50309 (Prevention, $92,000, 7/1/70–6/30/71, #705127)

Community services will be provided to neglected and delinquent children and youth as an alternative to placing them in institutions. Children under 18 will be referred by courts, police, and welfare agencies and will be selected for the project after a 14-day screening period conducted by staff of the two State training schools. Foster homes, day centers, group homes, and intensive supervision units will provide the services. The project will be evaluated on a cost-effectiveness basis.

Black Hawk County Juvenile Probation Office, 401 County Courthouse, Waterloo, Iowa 50703 (Prevention, $50,245, 7/1/70–6/30/71, #705149)

Therapeutic group homes for dependent, neglected, and predelinquent children will be established so that children can remain in their own communities and treatment can be directed toward the entire family situation. Individual and group counseling will be provided, and various community services will be drawn upon. Parents will be expected to participate in weekly group sessions with other parents under the leadership of a clinical psychologist. A deputy probation officer will be assigned to each home to coordinate activities between the group home and the family. The house parent will work closely with the public school and whenever possible the child will remain in his local school during his stay at the home.

KANSAS

Governor's Committee on Criminal Administration, 525 Mills Building, Topeka, Kans. 66612 (Planning, $100,000, 9/1/70–6/30/71, #69139–70–C1)

A preliminary plan and problem analysis document was prepared and programmatic plans for two juvenile rehabilitation facilities were developed during the first year of this project. To refine the plan and resolve planning issues, formal meetings will be held by the advisory body, and semiannual statewide planning conferences will be held. In addition, technical assistance will be given to communities in the development of plans and programs; professional groups and agencies will be consulted; and further research will be conducted.

University of Kansas, Bureau of Child Research, 223 New Haworth Hall, Lawrence, Kans. 66044 (Prevention, $60,000, 7/1/70–6/30/71, #705130)

Two family-style, community-based residential treatment homes will be established, each housing six to eight youths and staffed with a pair of professional teaching-parents trained in behavior modification and remedial education. The children will attend local schools and participate in community activities. The teaching-parents will apply and measure the effects of corrective reinforcement procedures aimed at developing appropriate social, self-care, and academic behaviors.

KENTUCKY

Kentucky Commission on Law Enforcement and Crime Prevention, 130 Capitol Building, Frankfort, Ky. 40601 (Planning, $100,000, 7/1/60–6/30/71, #69113–70–C1)

Data relating to juvenile delinquency which have been obtained as part of the State's total planning in the criminal justice field will be built upon to develop plans for a comprehensive program. Special emphasis will be placed upon prevention. Gaps in existing preventive measures will be identified and efforts will be made to determine how these gaps can be filled through both Federal and non-Federal resources. In areas that have high rates of juvenile delinquency, geographic, demographic and sociological data are being analyzed as a basis for planning strong preventive programs in these critical areas.

Kentucky Department of Child Welfare, 403 Wapping Street, Frankfort, Ky. 40601 (Prevention, $25,000, 7/1/70–6/30/71, #70570)

An outreach prevention program will be developed with the aid of four citizens' committees and a staff of four paraprofessionals and a supervisor. The paraprofessionals will be trained in community organization and counseling techniques. Purpose of the project is to demonstrate the effectiveness of supportive help for delinquency-prone children.

Kentucky Child Welfare Research Foundation, Inc., Box 713, Frankfort, Ky. 40601 (Model Program, $50,000, 7/1/70–6/30/71, #70928)

A juvenile defender program will be established to serve delinquents from both urban and rural areas who cannot afford legal services. Attorneys and law students will try to be available on a round-the-clock basis so that intervention can begin as early as possible in each case. One of the objectives of the program will be to assure that each juvenile receives the basic rights to which he is entitled. Another objective is to test the hypothesis that different strategies may be needed in implementing a juvenile defender program in a rural than in an urban setting, and to develop a program that can serve both types of communities.

LOUISIANA

Louisiana Commission on Law Enforcement and Administration of Criminal Justice, 7th Floor, Old Louisiana National Bank Building, Box 44337, Baton Rouge, La. 70804 (Planning, $60,000, 4/1/70–3/31/71, #70112)

A statewide program will be planned to provide preventive and rehabilitation services to delinquent and potentially delinquent youth. Activities involved in developing the plan will include an evaluation of findings of research conducted earlier by the U.S. Children's Bureau; an assessment of needs and methods of upgrading or establishing community-based programs; a determination of resources and resource gaps; development of methods of coordinating the services of the various agencies concerned with delinquency; and a delineation of intermediate- and long-range goals and the legislative action, resources, and services necessary to achieve the goals.

Advisory Committee to Orleans Parish Juvenile Court, Civil Courts Building, 421 Loyola Avenue, New Orleans, La. 70112 (Planning, $2,500, 3/15/70–6/30/71, #69123-70-S1)

A comprehensive planning project is being conducted which includes a survey and evaluation of the policies, practices, and operations of the juvenile court. The survey and evaluation will cover juvenile court jurisdiction and law; administration of court services; personnel; training facilities; and the availability of community services that affect the functioning of the juvenile court. Subsequently, guidelines and recommendations for improvement will be developed. The present grant is for a study of the Orleans Parish Youth Study Center which is being conducted as a part of the broader project.

Prince Hall Youth Fund, Inc., Box 2974, Baton Rouge, La. 70821 (Prevention, $20,975, 7/1/70–8/31/70, #69508-70-C1)

During the first year of this project, 676 underprivileged children received 2-week camping experiences involving health, educational, and recreational activities designed to develop characteristics and values that would prevent them from becoming delinquent. The project will continue a similar camping program for underprivileged, adolescent boys and girls. Training and orientation will be given to all camp personnel prior to the formal opening of the camp.

Kingsley House and New Orleans Day Nursery Association, 1600 Constance Street, New Orleans, La. 70130 (Prevention, $11,200, 7/1/70–6/30/71, #70569)

Improvements will be made in programs for children and adults in the low-income area served by this agency. More and better-qualified staff will be employed to work with children, aged 5 to 14, in the summer program; in-service training will be given to summer workers and to full-time staff; a specialized clinic service will be established to provide psychological and psychiatric evaluations and consultation. Children and families involved in delinquency-linked types of behavior and other problems will receive sp attention.

Prince Hall Youth Fund, Inc., Box 2974, Baton Rouge, La. 70821 (Training, $14,551, 6/1/70–8/30/70, #70747)

A 9-week summer workshop will be conducted to give sociology students an opportunity to apply their academic training to practical situations. The students will have direct contact and on-the-job experience in juvenile and family courts, probation and parole departments, correctional institutions, and other law-enforcement agencies dealing with juveniles. Classroom instruction will cover such topics as the role of the family in the delinquency problem, counseling techniques and correctional methods, the nature and extent of delinquency, and the evaluation of prevention, control, and treatment programs.

Northwestern State College, Department of Sociology and Social Work, Natchitoches, La. 71457 (Training, $4,580, 5/1/70–6/30/70, #69706–70–C1; $9,400, 8/1/70–6/30/71, #69706–70–C2)

Three 1-week workshops will train members of the helping professions in techniques of family group counseling. Lectures, films, demonstration interviews, role playing, and group interaction experience will be among the techniques used.

City of New Orleans, Department of Welfare, New Orleans, La. 70112 (Training, $66,060, 9/1/70–8/31/71, #70619)

A master plan will be developed so that a continuous interagency in-service training program can be given to volunteers and subprofessional personnel in agencies that serve New Orleans' children. The specific aims of the program are: development of curriculum content which may be enlarged and used in ongoing subsequent training of subprofessionals and volunteers; provision of knowledge that will help line staff and volunteers to identify children who are likely to become delinquent and to refer them to appropriate resources for service; and improvement of communication among child-care agencies, other groups and organizations that are concerned with the quality and quantity of children's services in the community, and the clients of child-care agencies.

MAINE

Maine Law Enforcement Planning and Assistance Agency, 295 Water Street, Augusta, Maine 04330 (Planning, $100,000, 7/1/70–6/30/71, #69122-70-C1)

The three components of this project are: development of a comprehensive State plan to establish orderly steps for the treatment of juvenile delinquency; education of the public on the scope of the problem and methods of dealing with it; and a study of the Indian population's juvenile delinquency problem and planning for its solution. The first phase of the project consisted of gathering and processing the data that were needed before the planning and educational aspects of the project could be carried out.

Child and Family Mental Health Services, 106 Campus Avenue, Lewiston, Maine 04240 (Prevention, $41,917, 7/1/70–6/30/71, #70558)

A director and four youth workers will operate out of a storefront office in the Model City neighborhood. Special emphasis will be placed on youth working with youth, helping predelinquent and delinquent youth to attain stability in their own home environment. Children with serious problems will be referred to the mental health center for treatment.

MARYLAND

Governor's Commission on Law Enforcement and the Administration of Justice, Executive Plaza 1, Cockeysville, Md. 21030 (Planning, $48,849, 10/1/70–9/30/71, #69111–70–C1)

Current Maryland systems that serve youth, particularly delinquent youth, are being studied. Special emphasis is being placed upon the interaction of components of these systems and the problems and needs found within these components and within the system as a whole. After this descriptive phase of the project is completed, recommendations and proposals for projects will be developed.

Boys' Town Homes of Maryland, Inc., 2 West 25th Street, Baltimore, Md. 21218 (Prevention, $54,649, 7/1/70–6/30/71, #705145)

The ultimate goal of this project is to establish a chain of 12 homes for boys 8 to 13 years of age where they will receive treatment designed to reverse their delinquency habits so that they can return to normal life in the community within 6 months or a year. One home is now operating and a second is scheduled to open in mid-1970. Residents will attend local schools and churches and participate in community activities. The Maryland Department of Juvenile Services will make evaluative studies which will serve as the basis for providing specialized treatment. If needed, additional achievement tests will be used to determine what tutoring services should be given. Craft and sport skills will be taught by volunteer specialists who have been recruited for that purpose.

State Department of Juvenile Services, 3610 Milford Mill Road, Baltimore, Md. 21201 (Prevention, $30,717, 8/1/70–7/31/71, #70509)

This project is designed to use college students as volunteers in the Maryland Department of Juvenile Services. These students will be receiving course credit for their services, and will be used to perform clerical duties, certain routine investigative tasks, and supervision on a one-to-one basis of selected prehearing and probation cases. The success of this project, hopefully, will lead the way to similar set-ups throughout the State. Both the aims and the hoped for benefits of the study are that: (1) the volunteers will be able to augment the probation staff in such a way as to permit the probation officer to spend more time on problem cases and to perform more thorough intake screening; (2) the volunteers will be able to establish rapport with their supervised cases so as to be in an optimum position to prevent predelinquents from becoming delinquent, and minor delinquents from continuing their deviant behavior; and (3) the volunteers will develop an interest in making a career of and/or doing graduate work in the field of juvenile delinquency prevention, treatment, or control.

Baltimore City Street Club Service, Bureau of Recreation, 1129 North Calvert Street, Baltimore, Md. 21201 (Training, $46,000, 8/1/70–7/31/71, #70765)

Street Club Service workers will be trained so that, in addition to its present recreation program, the agency can use group intervention and community organization techniques to support positive social behavior, even in an environment that contains many negative factors. The workers to be trained serve delinquent and predelinquent youth aged 13 to 19 in Model City neighborhoods and surrounding areas. The training will consist of classes and workshops and will teach group work skills, group methodology of preventive intervention, community organization techniques, and methods of supervising and evaluating field work experiences. Criteria for evaluating the project will be: measurement of workers' attitudinal shifts; growth of workers' efficiency; development of new career opportunities; increase in number of delinquent youth served; and decrease in juvenile delinquency.

Institute for Behavioral Research, Inc., 2429 Linden Lane, Silver Spring, Md. 20901 (Model Program, $42,000, 7/1/70–6/30/71, #70931)

A program for the prevention of drug abuse will be designed, operated, and evaluated. It will serve junior high school students in a suburban community where the drug problem is increasing. During the first phase of the program, appropriate materials will be developed and tested on a small but rigorously monitored pilot group of about 30 students at the institute. For example, laboratory exercises will be designed and equipment and instrumentation for them will be produced. Audiovisuals, particularly animated films, will also be produced and tested. Initial contacts will be made with the schools at student body assemblies and parent-teacher meetings to interest students and parents. One of the goals of the project is to provide students with a repertoire of behaviors that can be used in a social setting and that will reduce the likelihood that they will turn to drugs. The project will be evaluated in terms of the retention span of the information learned and in terms of the project's effectiveness in deterring drug abuse in the target group.

MASSACHUSETTS

Governor's Public Safety Committee, 80 Boylston Street, Boston, Mass. 02116 (Planning, $75,000, 4/1/70–3/31/71, #70108)

First steps in this comprehensive planning project include an evaluation of the juvenile delinquency problem and an analysis of the adequacy of existing services for dealing with it. The services that need to be established or expanded will then be determined. Priorities will be set and alternative approaches for dealing with these priorities will be listed. Suggestions will be developed for 1-year to 5-year projects designed to reduce delinquency and to improve the management, operation, and coordination of services for delinquent and potentially delinquent youth.

Governor's Public Safety Committee, 80 Boylston Street, Boston, Mass. 02116 (Prevention, $25,000, 7/1/70–6/30/71, #69517-70-C1)

A youth resources bureau was organized as the first phase of this project. The goals of the new agency are to rehabilitate youth who are manifesting delinquent behavior; to intervene to prevent early symptoms from becoming serious; to eliminate delinquency-breeding conditions; and to promote the healthy development of children. During its present operational phase, the bureau will accept referrals from schools, police, courts, social agencies, and families, will diagnose the problems they present and prepare a plan for treatment. Other functions of the bureau are to coordinate the existing resources of a community, help them to fill gaps in service, and conduct research.

Governor's Public Safety Committee, 80 Boylston Street, Boston, Mass. 02116 (Training, $36,375, 5/1/70–10/31/70, #70727)

Theoretical and practical in-service training will be given to police juvenile officers, juvenile parole agents, juvenile probation officers, and community representatives in a designated area within a mental health region. The training will be conducted by the project director with the assistance of a training specialist and a community coordinator. Two training sessions will be given 1 day a week for about a year. The afternoon sessions will be theoretical, dealing with the stages of child and adolescent development. The evening sessions will be less formal and will translate theory into practice through the use of case presentations, discussions, and group encounters.

Boston University, 755 Commonwealth Avenue, Boston, Mass. 02215 (Training, $9,500, 3/2/70–5/31/70, #69797–70–C1)

The Center for Criminal Justice of the School of Law will expand the scope and methodology of a series of previously funded proposed training workshops. A 3-day conference will be held for personnel from State and local agencies in New England who are involved in developing antidelinquency programs. The purpose of the training is to help them improve their planning capabilities; make appropriate use of the Federal, State, and academic technical resources available to them; gain a better understanding of the major Federal grant programs applicable to the prevention and control of delinquency; share in the knowledge and experience of other State and local planning agencies; and develop standards of program evaluation and assessment.

Boston University School of Law, Center for Criminal Justice, 141 Bay State Road, Boston, Mass. 02215 (Training, $11,000, 6/15/70–9/30/70, #69788–70–S1)

Techniques for training professional and subprofessional personnel involved in the administration of juvenile justice will be further developed. The training project serves personnel in New Hampshire and Massachusetts and is designed to help them perform their duties in ways that are compatible with evolving legal doctrine and behavioral science theories. The curriculum design is aimed at issues raised by questions of constitutional protection and the adversary system of Anglo-Saxon justice.

Boston University School of Law, Center for Criminal Justice, 755 Commonwealth Avenue, Boston, Mass. 02215 (Technical Assistance, $15,000, 1/1/70–6/30/70, #69001–70–C1; $8,543, 6/4/70–6/30/70, #69001–70–C1–S1; $8,995, 7/1/70–9/30/70, #69001–70–C2)

The Boston University School of Law proposes to use the expertise and knowledge it has acquired to provide technical assistance to State, local, or other public and private agencies or organizations to solve problems concerned with the prevention, rehabilitation, and control of juvenile delinquency. It will offer direct technical assistance, short-term technical training related to technical assistance services, furnish information and materials for field use which can be expanded and improved to be funded under the Act. It will provide continuing feedback and will make recommendations on program operations and design as patterns of difficulty or opportunity appear. It may consult on the execution of specific planning projects.

MICHIGAN

Michigan Commission on Law Enforcement and Criminal Justice, 474 Hollister Building, Lansing, Mich. 48913 (Planning, $98,025, 7/1/70–6/30/71, #69109–70–C1)

Policies, plans, objectives, and programs of each of the State's juvenile delinquency-related agencies will be inventoried and assessed as part of the comprehensive planning supported by this continuation grant. Constitutional, statutory, procedural, and fiscal policies related to juvenile delinquency will also be reviewed and evaluated. After these and other data are obtained and needs and resources are identified, an initial comprehensive plan will be developed and widely circulated to youth serving groups, agencies, and the general public for discussion and implementation.

Michigan Department of Social Services, Lewis Cass Building, Lansing, Mich. 48913 (Training, $43,372, 3/15/70–7/15/70, #69769–70–C1; $27,000, 7/15/70–6/30/71, #69769–70–C2)

The fourth phase of a four-part program will be carried out to prepare line supervisors to give in-service training to their staffs. The three phases that preceded this were: planning and organizing a training course for new employees; using the course in a centralized training academy; and developing a master plan for training permanent employees. The training programs are designed for employees of the five institutions, two camps, seven half-way houses, and a receiving home for dependent and neglected children—all of which are administered by the Department.

MINNESOTA

Minnesota State Planning Agency, 550 Cedar Street, St. Paul, Minn. 55101 (Planning, $50,000, 4/1/70–12/31/70, #70118)

A multidisciplinary task force will work through a series of simulated planning problems relating to the State's delinquency prevention and control system. The purpose of this is to develop an objective system of placing identified needs into priority order. The system the task force develops will be used as the basis for allocating resources for carrying out a comprehensive plan. The grant will also be used for data collection and planning.

University of Minnesota, General Extension Division, 106 Nicholson Hall, Minneapolis, Minn. 55455 (Rehabilitation, $50,000, 9/1/70–8/31/71, #70335)

A group home will be opened for Indian girls who are attending junior high school in South Minneapolis and girls from the same area who have dropped out of high school. Parental, court, welfare, and school referrals will be used in selecting the girls. In addition to providing room and board, the home will offer special programs and will use existing community educational, vocational, recreational, and other services. The objective is to establish a unique group home with services that may be utilized by the general Indian community as well as by the girls.

MISSISSIPPI

Division of Law Enforcement Assistance, Office of the Governor, 345 North Mart Plaza, Jackson, Miss. 39206 (Planning, $30,000, 4/1/70–3/31/71, #70115)

Data will be collected by distributing schedules and questionnaires to all agencies working with youth, by field surveys of every county, and by use of other reporting mechanisms. The State's needs and gaps in services will then be identified and plans developed by the planning unit in cooperation with other concerned agencies and individuals, including a delinquency advisory committee and the State's Law Enforcement Assistance Commission. Development of a comprehensive plan in the area of delinquency is an integral part of the State's long-range goal of developing one comprehensive plan for its total criminal justice system.

Tri-County Community Center, Inc., 1036 Dalton Street, Jackson, Miss. 39203 (Prevention, $50,000, 7/1/70–6/30/71, #705169)

Young people, aged 18 to 21, from urban and rural areas of Hinds, Rankin, and Madison Counties will be given training and experience to equip them for work. They will receive counseling and remedial education at the same time that they are earning money through their vocational training and work experience. The project will accommodate 40 young people—delinquents, predelinquents, and school dropouts—at one time, and an effort will be made to place them in permanent jobs. The State employment service as well as businesses, schools, social agencies, and other resources in the community will participate in the program. The emphasis will be upon fitting a young person into a career in which he is genuinely interested.

Mississippi Band of Choctaw Indians, Tribal Office Building, Route 7, Philadelphia, Miss. 39350 (Rehabilitation, $70,000, 7/1/70–6/30/71, #70320)

A Choctaw youth rehabilitation center will be established for Indian boys and girls whose antisocial behavior has created family and community problems. The center will offer the court of Indian offenses and the county court an alternative to sending children to State correctional institutions and adult jails. The center will have an Indian staff and will be located in the Indian community. It will be designed to provide a maximum amount of freedom and self-expression in a controlled environment. A variety of rehabilitation services will be drawn upon to enrich the center's program.

MISSOURI

Missouri Law Enforcement Assistance Council, 500 Jefferson Building, Jefferson City, Mo. 65101 (Planning, $87,473, 4/1/70–3/31/71, #70101)

During the past 2 years, the U.S. Children's Bureau and the Governor's Citizens Committee have conducted studies of the agencies and institutions concerned with juvenile offenders in Missouri. The data contained in their reports will be built upon and expanded in order to develop a plan for a comprehensive program to serve predelinquents as well as delinquents. Expertise in special areas will be obtained by using consultants from the State university and other sources. In addition, the State's six regional councils organized for crime control planning will be used to help identify local needs and to participate in local planning for juveniles.

Missouri Law Enforcement Assistance Council, 500 Jefferson Building, Jefferson City, Mo. 65101 (Rehabilitation, $12,527, 7/1/70–6/30/71, #70328)

Eighteen community-based foster homes will be established for children who are awaiting court disposition or transfer to other residential treatment facilities. A local agency will be contracted with to select the foster parents. Foster parents will receive in-service training and supervision from local juvenile court personnel and will participate in a statewide training program.

Kansas City Board of Education, Division of Urban Education, 1211 McGee Street, Kansas City, Mo. 64106 (Training, $50,000, 7/1/70–6/30/71, #70778)

A training program will be given to school personnel and representatives of local agencies and organizations who provide services to delinquent and predelinquent youth. The locale of the project is a low-income area of Kansas City. Four units will be involved: school personnel who deal with children in the first, fourth and seventh grades of the area's elementary school; staff members of local agencies and organizations that provide services to pupils of this school; high school students and others who are participating in a related juvenile delinquency control program; and staff of this training project (a director, a community development worker, and two half-time youth workers). Special training programs will be conducted for each of these groups. Subsequently, the project staff will bring together representatives from the other three groups for a series of dialogs and collaborative problem-solving efforts, all directed toward the common goal of finding more effective ways to meet the needs of delinquent and troubled youth of the community. Following this, the entire project will be evaluated.

Kansas City Board of Education, Division of Urban Education, 1211 McGee Street, Kansas City, Mo. 64106 (Model Program, $35,000, 7/1/70–6/30/71, #70921)

Early identification and intervention with children who need help are the objectives of this demonstration program. On the basis of school information and student profiles, children who need help will be selected from the first, fourth, and seventh grades of an inner-city school. A "problem identification team," composed of high school students and adults who have received special training for this work, will determine what services each child needs and what types of resources can meet his need. A "follow-through team" will then assure that prompt and adequate services are provided.

MONTANA

City Butte, Butte Youth Service Center, Butte, Mont. 59701 (Planning, $35,000, 7/1/70–6/30/71, #70232)

A model prevention program will be designed, in cooperation with the State Comprehensive Planning Authority, which can be applied to the future development of juvenile delinquency prevention programs throughout the State. In order to develop the pilot plan, a thorough evaluation will be made of the effectiveness of the preventive activities of existing agencies, organizations, and groups. The effectiveness of multiagency coordination will be analyzed. A system of statistical analysis that can be used to project all phases and degrees of preventive services will also be developed.

Governor's Crime Control Commission, Capitol Building, Helena, Mont. 59601 (Planning, $50,000, 4/1/70–3/31/71, #70104)

The first step in this comprehensive planning project will be to gather and document all current rates, factors, and statistics that relate to juvenile delinquency and to study the nature and scope of services of existing public and private youth-serving agencies and organizations. The data will then be evaluated to identify current and projected needs. A continuing data collection and statistical information center to review and analyze the data will be developed. After sufficient documented and evaluated data have been obtained, a report will be prepared which will form the basis for the second, or planning, phase.

Governor's Crime Control Commission, Capitol Building, Helena, Mont. 59601 (Planning, $46,325, 7/1/70–6/30/71, #70104–70–S1)

This project will implement phase II of Montana's comprehensive plan for rehabilitative and preventive services to delinquent youth and youth in danger of becoming delinquent. Using the data collected and analyzed under phase I, plans for training and employment programs and a system to disseminate information about the plans will be developed to provide planning recommendations to agencies and people who are concerned with youth services. These plans will include programs for staff development through in-service training for professional and nonprofessional personnel, not only those directly involved in preventive and rehabilitative services, but also those concerned with related youth services in other areas. Strong encouragement will be given to local communities to identify their manpower needs; these in turn will be of great value in identifying manpower problems, in establishing priorities, and in developing a realistic and productive State program.

NEBRASKA

Nebraska Commission on Law Enforcement and Criminal Justice, 1318 State Capitol Building, Lincoln, Nebr. 68509 (Planning, $50,000, 7/1/70–6/30/71, #69110–70–C1)

A State planning council was formed in 1969 to make plans for a comprehensive program of juvenile delinquency prevention and control. Members include representatives from law enforcement agencies, courts, correctional institutions, schools, child-welfare agencies, youth groups, and the general public. The function of the council is to find out what Nebraska is now doing in the area of delinquency control and prevention, what should be done, and how the State should proceed in improving the entire system of prevention, treatment, and rehabilitation. To assist in this effort, regional juvenile planning councils will now be formed. Each region will be comprised of from one to eight counties, and at least one adult and one juvenile from every county in the State will be a member of the council in their region. Data, plans, and projects submitted by the regional councils will be used by the State planning council in developing the statewide comprehensive program.

Women in Community Service, 1432 N Street, Lincoln, Nebr. 68508 (Prevention, $50,000, 7/1/70–6/30/71, #705165)

A home will be established for girls 16 to 22 years of age who are predelinquent or delinquent because of environmental stresses. The girls will receive a variety of rehabilitation services while they are going to schools or jobs in the community. The facility will serve as a bridge, enabling girls to return to their own homes (if family relationships can be improved) or to live independently.

NEVADA

Nevada Commission on Crime, Delinquency and Corrections, 53 State Capitol Building, Carson City, Nev. 89701 (Planning, $50,000, 4/1/70–3/31/71, #70113)

Plans will be made for a comprehensive program to strengthen the juvenile justice system and juvenile aid programs throughout the State. Courts, correctional systems, police, and other law enforcement agencies will be studied and evaluated. Public and private agencies that provide diagnosis, treatment, rehabilitative and preventive services to delinquent and predelinquent youth will also be surveyed. Gaps in all of these areas will be identified and priorities for dealing with them will be established. Special emphasis will be placed upon the development of plans for community-based rehabilitation and prevention programs. Particular attention will also be given to the training needs of persons who are employed or preparing for employment in programs that serve juveniles.

Inter-Tribal Council of Nevada, Inc., 1995 East Second Street, Reno, Nev. 89502 (Prevention, $50,000, 7/1/70–6/30/71, #705163)

Delinquent and predelinquent Indian youths will participate in a program which also includes their parents, other Indian adults, and employees of the Inter-Tribal Council and other public and private youth-serving agencies. To improve the self-image of young Indians, clubs will be organized in three target areas. Members will be aged 11 to 20 and will participate in various recreational activities as well as in projects, such as the collection of material that can be used in Indian studies programs at schools, that will help them to identify positively with their Indian culture. Indian college students will help to organize the clubs and will be trained to serve as counselors. Other Indian adults will give technical assistance to the youngsters on some of their projects. Efforts to stimulate vocational ambitions will include arrangements for prominent Indians to appear as guest speakers at school assemblies and local community affairs. Centers will be established in the target areas where young people and their parents can initiate cooperative action with schools and agencies to make academic achievement more relevant to vocational goals. Further emphasis on vocations will be provided by counseling, by diagnostic services and aptitude tests, and by involving unions and employers in efforts to inform youths about vocational resources and to help them to use them.

NEW HAMPSHIRE

Governor's Commission on Crime and Delinquency, 3 Capitol Street, Concord, N.H. 03301 (Planning, $50,000, 7/1/70-6/30/71, #69134-70-C1; $22,500, 3/4/70-6/30/70, #69134-70-S1)

The first phase of this comprehensive planning project included an in-depth study of juvenile delinquency, an analysis of incidence by type of offense and distribution, and the collection of demographic data related to school dropouts and youth unemployment rates. Service needs were identified and costs of meeting them projected. The second phase of the project consists of developing a vehicle for joint or multifunding of the facilities and services needed. Expert consultants will be hired to supplement activities of staff.

New Hampshire Network, Box Z, Durham, N.H. 03824 (Prevention, $11,040, 7/1/70-2/28/71, #705164)

The series of television programs entitled "Drugs: The Children Are Choosing" will be used on the State's public television network and will be widely publicized among religious, civic, and school groups. Local TV stations will tie into the program by telecasting local panel discussions. The panelists will be drawn from State and local organizations and will include youths and parents as well as professionals who deal with various aspects of the drug problem. Audiences in the local studios will participate in the discussions. Through a phone-in system, viewers can also ask questions or make comments to the panelists. It is expected that the phone-in system will be used particularly by local groups that are being encouraged to develop drug seminars.

Mascenic Regional School District, Wilton, N.H. 03086 (Prevention, $11,600, 7/1/70-10/31/70, #705137)

This project will serve students in grades 9 to 11 who are predelinquent and likely to drop out of school before graduation. Youth who are at least 16 years old but who are too maladjusted to fit into a regular vocational rehabilitation program will be a primary target group. The plans for the program will be worked out jointly by a project director and an advisory committee which will consist of students from the target groups, blue collar workers, and teachers.

Model City Agency, 194-B Lake Avenue, Manchester, N.H. 03103 (Rehabilitation, $75,000, 7/1/70–6/30/71, #70347)

The project will provide a residence for 15 boys, aged 15-17, from the Model City neighborhood who have been released from the State Industrial School, and will also operate an out-reach, preventive program for about 40 predelinquent youth, aged 12-16, also from the Model City neighborhood. A complete clinical treatment program will be developed for the boys who live in the group home. The predelinquent boys will also receive services from the clinical staff of the home in addition to community-based counseling and other treatment services outside of the residential setting.

New Hampshire State Industrial School, 1056 North River Road, Manchester, N.H. 03105 (Rehabilitation, $91,525, 7/1/70–6/30/71, #70338)

A community evaluation and counseling center will be established at the Industrial School. All youth referred from the Manchester district court for detention services and awaiting court disposition will receive a complete social, medical, psychological, and psychiatric evluation at this center. On the basis of this evaluation, the center will recommend treatment. The center will develop a community-based counseling and treatment program for delinquent youth whose evaluations indicate that they do not require commitment to the school.

NEW JERSEY

Department of Community Affairs, 363 West State Street, Trenton, N.J. 08625 (Planning, $94,069, 9/1/70–8/31/71, #69114–70–C1)

In carrying out this comprehensive planning project, existing programs will be surveyed to determine the nature and scope of present efforts to prevent and control juvenile delinquency. Delinquency data will also be evaluated. Assistance will be given to local governments, State agencies, private organizations, and youth groups that are developing innovative programs of prevention and rehabilitation.

Office of the Youth Coordinator, City Hall, Newark, N.J. 07102 (Prevention, $190,000, 7/1/70–6/30/71, #705139)

Youth service teams consisting of professional, paraprofessional, and voluntary personnel will staff youth centers in the Model City neighborhood. They will assist in developing community services and activities for youth and will also provide direct services. The aim is to make available to the youth of the area a variety of educational and recreational activities, counseling, job placement, and diagnostic and therapeutic services. Each center will be a community resource to which delinquent and predelinquent youth can be referred by schools, social agencies, and agencies within the juvenile justice system.

City Demonstration Agency, Model Cities Program, 324 East State Street, Trenton, N.J. 08608 (Rehabilitation, $44,500, 7/1/70–6/30/71, #70329)

A group home will be established to accommodate about 15 girls, aged 15 to 18, who have come to the attention of juvenile authorities but have not been judged delinquent. They will be girls who have been expelled from school, who have histories of parental neglect or desertion, or other problems and backgrounds which indicate that they are unlikely to make a satisfactory adjustment to life. The services that will be provided, in cooperation with existing agencies in the city, include: religious and psychological guidance, job training and referrals for employment, and group counseling. It is believed that these and other services will be more effective if the girls are removed from unwholesome home environments.

Office of the Youth Coordinator, Office of the Mayor, City Hall, Newark, N.J. 07102 (Training, $111,000, 7/1/70–6/30/71, #70817)

This training project will be a part of a comprehensive program of youth services conducted by a Youth Services Agency which is to be established in the Model City neighborhood. The training project will provide: preservice and in-service training for paraprofessional community youth workers who are to be assigned to a delinquency prevention project; preservice and in-service training for full and part-time professional and volunteer workers in the new agency; orientation of key staff members in organizations and agencies that will be working with the new agency; and short training seminars for staff members of agencies and organizations that serve delinquent and other youth in the area.

Department of Institutions and Agencies, Division of Correction and Parole, 135 West Hanover Street, Trenton, N.J. 08625 (Training, $18,500, 9/1/70–8/31/71, #69612–70–C1)

Four courses have been developed for new as well as for experienced personnel engaged in prevention, rehabilitation, and control programs for predelinquent and delinquent youth. The training emphasizes attitude-changing techniques and includes concentrated semiresidence experiences. With the present grant, this training program will become operational. About 80 trainees will be enrolled in the four courses. They will be selected from the personnel of parole agencies, county youth facilities, training schools, and police and probation departments.

Office of the Youth Coordinator, City Hall, Newark, N.J. 07102 (Model Program, $50,000, 7/1/70–6/30/71, #70954)

A youth services bureau will be established in the Model City neighborhood. It will be the pivotal element in a broad program linking new and existing projects, particularly those related to the Model Cities program, and will administer planning, prevention, and training projects. Youth themselves will be extensively involved in the planning and operation of services. A youth policy committee will be composed of one-third juveniles, one-third adults from the area, and one-third representatives of agencies that provide services to youth. Youth advisory committees will be attached to specific projects. Not only delinquents, but all youth in the area will benefit from bureau programs.

NEW MEXICO

City of Albuquerque, Box 1293, Albuquerque, N. Mex. 87103 (Planning, $25,000, 7/1/70–12/31/70, #70132)

All police records of offense reports, arrests, and clearances will be coded by geographic area, using the city's computer facilities. Comparative data on crime and delinquency will thus be obtained on the Model City neighborhood and the rest of the city. The results will be used in developing a comprehensive delinquency control program.

Jemez House, Inc., Box 1043, Los Alamos, N. Mex. 87544 (Prevention, $50,000, 9/1/70–8/31/71, #70580)

The project will serve a group of boys aged 7 to 17 of diverse ethnic backgrounds. The boys will live on a ranch, attend public schools, and receive counseling, recreational services, and vocational training. Boys selected will include Spanish-Americans, Indians, and Negroes.

Eight Northern Pueblo Governors, Route 1, Box 71, Santa Fe, N. Mex. 87501 (Prevention, $65,000, 7/1/70–8/31/71, #705162)

A summer youth development program will be created which will involve Pueblo Indian youth in planning, advising, administering, and performing a wide variety of work, study, and recreational activities. The project will provide opportunities for participating in summer camps and schools, field trips, arts and crafts classes. It will offer tutoring services and on-the-job training in conservation work, office work, and other vocations. Sports and other recreational activities will also be included.

New Mexico State University, Department of Sociology and Anthropology, Las Cruces, N. Mex. 88001 (Training, $9,500, 9/1/70–8/31/71, #697101-70-C1)

The project is designed to promote more meaningful relationships between professors and students and between members of various ethnic groups. The program will also attempt to relate more closely the theory, research, and practice aspects of undergraduate social work education. Methods used will include group interaction, salient discussion, variation of stimuli, and the use of role models. The needs of students from disadvantaged groups will be given particular attention and traineeships will be provided for them.

NEW YORK

State of New York, Office of Crime Control Planning, 250 Broadway, New York, N.Y. 10007 (Planning, $100,000, 4/1/70–3/31/71, #70119)

A contractual relationship will be developed with the Institute for Social Research at Fordham University to provide professional personnel to advise the Office of Crime Control Planning on the development of comprehensive plans for the prevention and control of crime and delinquency. The advisory services will be in three areas: Development of an adult and youth advisory council; assistance to State staff in their overall planning activities; and assistance to State staff in developing model programs for prevention and control which can be incorporated into the comprehensive plan.

FIGHT, Inc., 86 Prospect Street, Rochester, N.Y. 14608 (Prevention, $75,000, 7/1/70–3/31/71, #705159)

FIGHT is a federation of over 100 black clubs, religious, business, and other organizations banded together to secure recognition for the black community. The new project which it will operate will serve youths aged 12–21 who live in the Model City neighborhood and who have been identified as present, past, or potential drug abusers. Services will be available to them 16 hours a day, 7 days a week. Guided group interaction directors will hold separate sessions for youth drug abusers as well as sessions for the youths and their families. They will also conduct crisis intervention sessions. Service delivery advocates (preferably youths from the area under age 22 who have had some personal experience with drug abuse) will work with the guided group interaction directors when their clients are receiving this service. The young advocates will also help their clients to secure specialized services from community agencies.

Protestant Board of Guardians, 543 McDonough Street, Brooklyn, N.Y. 11233 (Prevention, $303,644, 7/1/70–6/30/71, #705100)

A community-based group of 25 paraprofessional family workers will be organized to provide short-term, intensive service to 2,500 juveniles and their families. The target population will be youths from the Central Brooklyn Model City neighborhood who have been arrested for the first time and who, in the opinion of court intake workers, might adjust if given treatment. The treatment given will consist of crisis intervention and problem-solving approaches carried out for a 60-day period, or longer if permission for it is granted by the court. The paraprofessionals will be trained and supervised by a staff of five professionals.

Silom Presbyterian Church, 260 Jefferson Avenue, Brooklyn, N.Y. 11216 (Prevention, $168,866, 7/1/70–6/30/71, #70556)

The Billie Holiday Residence for Girls will be established in the Central Brooklyn Model City neighborhood. It will accommodate 25 girls between the ages of 12 and 16 who live in the area and who are addicted to heroin. Their treatment will include detoxification as often as necessary, small group tutorial classes in basic skills, and a sizable component of group treatment based on the guided group interaction model. A peer group staffing model will give the girls a large share in decisionmaking. The staff will be young–under 30, if possible–and will include paraprofessionals under 25 who are college students and/or ex-addicts from the neighborhood.

Fordham University, Institute for Social Research, Bronx, N.Y. 10458 (Training, $6,993, 3/2/70–7/30/70, #69780-70-C1)

Technical assistance workshops will be held for personnel from State and local agencies in New York, New Jersey, Delaware, Puerto Rico, Virgin Islands, District of Columbia, Kentucky, Maryland, North Carolina, Pennsylvania, Virginia, and West Virginia, who are involved in developing comprehensive juvenile delinquency control programs. The purpose of the training is to help them improve their planning capabilities; make appropriate use of the Federal, State, and academic technical resources available to them; gain a better understanding of the major Federal grant programs applicable to the prevention and control of juvenile delinquency; share in the knowledge and experience of other State and local planning agencies; and develop standards of program evaluation and assessment.

National Board of YWCA's, 600 Lexington Avenue, New York, N.Y. 10022 (Training, $31,500, 9/1/70–6/30/71, #69725-70-C1)

A second year of training will be implemented for present and potential staff and volunteers in YWCA programs for delinquent and predelinquent youth and their parents. Training activities will be dispersed throughout the country and adjusted to accommodate local interests, needs, and conditions.

National Board of YMCA's, 291 Broadway, New York, N.Y. 10007 (Training, $72,486, 3/16/70–8/14/70, #69703-70-S1)

The purpose of this project is to improve the effectiveness of local units of the YMCA and other youth-serving organizations in working with delinquents and youth in danger of becoming delinquent by providing a comprehensive training program to help local agencies develop and improve staff capacities and abilities required in dealing with contemporary youth needs and problems. Classes will be established for outreach workers (students from YMCA's and other youth-serving organizations). An additional training component will be the provision of follow-up assistance in the "back home" implementation of the training experiences of individuals and teams attending the classes in 26 cities.

National Council on Crime and Delinquency, 44 East 23d Street, New York, N.Y. 10010 (Training, $53,765, 5/1/70–10/31/70, #70722)

A series of 1-week institutes will be held for management and supervisory personnel employed in juvenile correction agencies and institutions. A basic purpose will be to encourage them to make greater use of nonprofessional personnel, including youths and ex-offenders, in program operations. The institutes will provide information on new developments in practice, pointing up the use of nonprofessional personnel, and will enhance skills in managing the organizational changes needed to introduce nonprofessional personnel into programs and to deal with them effectively. Methods of testing results will also be included in the training.

Northside Center for Child Development, 31 Central Park North, New York, N.Y. 10026 (Training, $11,000, 9/1/70–8/31/71, #69720-70-C1)

An expansion of the center's "think-training" program will be made. The program trains parents and paraprofessionals in techniques for intellectual stimulation of disadvantaged children which can be used both at home and at school. These techniques depart significantly from the conventional remedial and therapeutic approaches used in compensatory educational programs and in preschool and after-school enrichment programs. They involve a type of free-wheeling, brainstorming intellectual stimulation which helps the under-achiever and improves the self-image of children from minority groups. The project is based upon the premise that children are less likely to become delinquent if their intellectual functioning and self-esteem are improved.

Fordham University, Institute for Social Research, Bronx, N.Y. 10458 (Technical Assistance, $30,000, 2/1/70–7/30/70, #69002-70-C1)

Fordham University proposes to use the expertise and knowledge it has acquired to provide technical assistance to State, local, or other public and private agencies or organizations to solve problems concerned with the prevention, rehabilitation, and control of juvenile delinquency. It will offer direct technical assistance, short-term technical training related to technical assistance services, furnish information and materials for field use which can be expanded and improved to be funded under the Act. It will provide continuing feedback and will make recommendations on program operations and design as patterns of difficulty or opportunity appear. It may consult on the execution of specific planning projects.

Fordham University, Institute for Social Research, Bronx, N.Y. 10458 (Technical Assistance, $6,997, 6/1/70–10/31/70, #69002-70-C1-S1)

The purpose of this activity is to conduct a seminar which will include university-based experts and administrators of public and private youth serving agencies, in order to improve the quality of technical assistance provided to agencies and organizations administering projects and programs under the act. Using the experience and knowledge of experts in the field of delinquency prevention as a base for discussion, it is expected that criteria for the development of effective delinquency prevention programs will emerge. These criteria will then be employed in the development of models for use in delinquency prevention program planning by State and local agencies.

Fordham University, Institute for Social Research, Bronx, N.Y. 10458 (Technical Assistance, $4,482, 6/16/70–10/31/70, #69002-70-C1-S2)

The purpose of this activity is to prepare a pamphlet to be distributed to agencies and organizations administering projects and programs under the Juvenile Delinquency Prevention and Control Act of 1968. The pamphlet will describe some major issues which require attention by agencies contemplating the opening of youth services bureaus.

Fordham University, Institute for Social Research, Bronx, N.Y. 10458 (Technical Assistance, $4,293, 6/17/70–10/31/70, #69002-70-C1-S3)

The purpose of this activity is to prepare an "assessment and goals" paper on the subject of juvenile delinquency for the White House Conference on Children and Youth. A primary function of the paper is to improve the quality of technical assistance provided to agencies and organizations administering projects and programs under the act.

National Board of YMCA's, 291 Broadway, New York, N.Y. 10007 (Technical Assistance, $9,000, 3/15/70–6/15/70, #69008–70–C1)

The purpose of this proposal is to improve the effectiveness of local units of the YMCA and other youth-serving organizations in working with youth by providing technical assistance to help local agencies develop on-going programs to increase organizational responsiveness to the needs and problems of youth. The technical assistance component of the National Center of Youth Outreach Workers will focus on assisting organizations in establishing and conducting youth outreach worker programs. The emphasis will be particularly in: (a) The planning and development of youth outreach programs in communities where none exist; (b) the development of entry-level positions and career opportunity programs for individuals in this field at the local agency level; and (c) the development of new techniques and methods with respect to training and the conduct of youth outreach worker programs. The technical assistance component will be closely coordinated with the training component to insure maximum impact at the local agency level.

Bershire Farm Institute for Training and Research, Canaan, N.Y. 12029 (Model Program, $50,000, 7/1/70–6/30/71, #70924)

A store-front center will be established in Schenectady which will have three functions: making drug-abuse literature available to adolescents; providing a place where young people with drug problems can seek out credible guidance and emergency aid; and producing audiovisual materials on drug abuse. Ex-drug users will be key personnel in providing information and guidance. The audiovisual materials will be produced by the youth themselves in cooperation with the center's staff and will be designed for use in school systems. The project will be evaluated in terms of factors responsible for acceptance or rejection of innovative educational programing in the drug-abuse field, focusing particularly upon the political and organizational dynamics of community response to the program.

Cornell University, New York State School of Industrial and Labor Relations, Ithaca, N.Y. 14850 (Model Program, $50,000, 9/1/70–8/31/71, #70939)

Members of labor unions, vocational and employment counselors in New York City schools, and university students who are studying to become vocational guidance counselors will be organized into teams that will visit high school classes in New York City to assist them in finding meaningful employment within particular industries. The union team members will be expected to follow through with students who have shown an interest in their industries by working with management to see that the students are given every chance for employment and by helping them to adjust to the jobs. The project will also have a counterpart in the elementary and junior high schools to acquaint younger students with the world of work. In addition to providing counseling and general orientation about an industry and the skills it requires, the teams will arrange for field trips to specific places of work.

NORTH CAROLINA

North Carolina Department of Local Affairs, Division of Law and Order, Box 1991, Raleigh, N.C. 27601 (Planning, $100,000, 7/1/70–6/30/71, #69125-70-C1)

This is the second year of a project designed to get maximum interest and participation of local citizens in developing a comprehensive statewide plan for juvenile delinquency prevention and control. Methods include the use of an independent task force, consultants, and local study committees. The project calls for collection and analysis of data relating to the incidence of delinquency, assessment of services and manpower available for prevention and treatment, identification of additional resources that might be drawn upon, and the formulation of specific plans for a comprehensive program.

Winston-Salem/Forsyth County Board of Education, Box 2513, Winston-Salem, N.C. 27102 (Prevention, $40,000, 7/1/70–6/30/71, #705110)

Although all pupils in the elementary school where this project will be conducted are expected to gain some benefits from it, the main beneficiaries will be about 250 children who have behavior or other problems. They will be served by a team consisting of a child-development specialist, a social worker and two aides, and a guidance counselor. The special problems of these children will be analyzed and appropriate services will be provided by direct services of the team and by mobilizing community resources. Each child's situation will be reviewed by the project team during a weekly staffing session.

In addition to serving the children selected for special attention, the team will participate in group educational work with all students and will counsel with teachers on classroom problems. The target population of the project is the Model City neighborhood.

NORTH DAKOTA

Law Enforcement Council, State Capitol, Bismarck, N. Dak.58501 (Planning, $40,477, 3/1/70–2/28/71, #70116)

The first phase of this project will include collecting current and readily available data, evaluating these data, and identifying the areas where more information is needed and those where sufficient information already exists to permit action programs to be started. The second phase will be the actual planning of a comprehensive program, with recommendations for priority actions.

Turtle Mountain Juvenile Delinquency Prevention Commission, Belcourt, N. Dak. 58316 (Prevention, $30,000, 7/1/70–6/30/71, #705147)

The Turtle Mountain Indian Reservation needs many services for children and youth that are now either unavailable or involve transporting the children to schools and boarding homes that are distant from their home communities. This project is designed to meet some of the most urgent needs that are pertinent to the prevention of delinquency, including group homes for children over 12; shelter care, probation and parole services for delinquents; day care for the children of working women; family counseling; tutoring services; and cultural and recreational activities. A project coordinator will work with the community in developing these programs.

Charles L. Hall Home, Inc., 202½ North Third Street, Bismarck, N. Dak. 58501 (Prevention, $20,253, 8/1/70–7/31/71, #705143)

A group home will be established for Indian youth who are in danger of becoming delinquent. In addition to providing a variety of rehabilitation services to the children, the home will employ a field worker who will counsel with the families of the children and work closely with the tribal councils and other organizations on the Indian reservation. The purpose is to help the children retain the rehabilitative gains they have made at the home after they return to the reservation.

OHIO

Ohio Law Enforcement Planning Agency, Department of Urban Affairs, 50 West Broad Street, Columbus, Ohio 43215 (Planning, $100,000, 7/1/70-6/30/71, #69128-70-C1)

Performance and cost models of the Ohio Juvenile Justice System and its components will be programed into a computer, along with a variety of demographic, socioeconomic, and other data. The purpose of this is to identify the services that are most effective in preventing delinquency. This is part of a comprehensive planning project. A systems planning team was formed and the necessary computer machinery was secured during the project's first year.

Board of Lake County Commissioners, Nolan Building, Main Street, Painesville, Ohio 44077 (Planning, $22,290, 7/1/70-6/30/71, #70218)

This is a planning project designed to evaluate the existing programs and facilities available to delinquent youth; to study the causes of delinquent acts; and to recruit professional help to determine what action the county should take to prevent delinquency and to rehabilitate delinquent youths.

The West Side Ecumenical Ministry, 4315 Bridge Avenue, Cleveland, Ohio 44113 (Training, $12,074, 5/1/70-4/30/71, #70740)

A street worker program, operated by the city of Cleveland and seven religious denominations, will develop an in-service training program to enhance the skills of street workers. Weekly training sessions will be held to help the workers coordinate their activities with other community service agencies. Methods used will include study of recorded material and professional articles, shared experiences, and professional presentations. A short-term workshop for volunteer youth leaders in the community is also a part of this training project.

Ohio Youth Commission, 2280 West Broad Street, Columbus, Ohio 43223 (Training, $27,500, 7/1/70-6/30/71, #69770-70-C1)

A series of training programs will be held throughout the State for law-enforcement officers, probation and parole officers, teachers, social workers, foster parents of delinquent children, and others who provide services to youth. Each training session will emphasize topics that are particularly pertinent to the category of trainees who are attending that session.

OKLAHOMA

Department of Public Welfare, Box 25352, Oklahoma City, Okla. 73125 (Planning, $40,267, 3/16/70-7/31/70, #69108-70-S1)

A supplement to a previous grant for comprehensive planning, this grant will be used to promote area and community-based efforts to provide preventive and rehabilitative services to youth. The supplement will help the agency to: Develop citizen interest in local treatment and preventive services; foster interdisciplinary communication among agencies serving youth; determine specific local needs; establish priorities so that areas with highest delinquency rates will get first attention; assist local groups in developing local resources; and assist communities in working out arrangements for sharing supplementary services.

Department of Public Welfare, Box 25352, Oklahoma City, Okla. 73125 (Prevention, $59,733, 8/1/70-7/31/71, #705151)

Children in elementary school who have serious problems will be identified and served by this project, and the project itself may ultimately be made a part of the statewide comprehensive program which is now being developed. Selected schools in areas with high delinquency rates will be assigned a school worker with social work training to whom teachers can refer children who have learning, behavior, or personality problems. A review of the child's situation will be made by a service committee composed of the school worker, the teacher who referred the child, the school principal, and the school nurse. Consultants from the mental health and education fields will be available to the committee if needed. If it is decided that the child needs special services, the parents will be consulted for approval and support in developing plans for service. If the parents approve, the school worker will coordinate and/or develop community resources to carry out the service plans.

OREGON

State of Oregon, Corrections Division, 2570 Center Street NE., Salem, Oreg. 97310 (Planning, $23,349, 5/1/70–4/30/71, #70203)

State legislation enacted in 1967 supported the development of agency-operated group homes, designated as youth-care centers. This project consists of an in-depth evaluation of 14 youth centers from the standpoints of staffing, program components, and community involvement and relationships. The criteria each center uses at the decisionmaking points of intake and release will be critically evaluated. A comparative evaluation will also be made of the characteristics of children committed to the youth centers and those of children in sample populations of a correctional school for boys and a correctional school for girls. Purpose of the study is to provide data that will help correctional agencies and legislators to improve and expand the use of this community-based approach to the treatment of juvenile offenders.

State of Oregon, Executive Department, 207 State Capitol, Salem, Oreg. 97310 (Planning, $50,000, 9/1/70–6/30/71, #69119–70–C1)

A juvenile delinquency planning agency was established during the first year of this project and began collection of data for planning a comprehensive program of delinquency prevention and control. Information was obtained on past and present juvenile court budgets; staffing problems; salaries, education, and qualifications of personnel; caseloads; departmental structure and other pertinent matters that need to be analyzed and evaluated as a basis for planning. A directory of youth services was also prepared. Further work will be done on this first phase of the project and the actual planning phase will be started. Staff of the planning agency will work closely with other public and private agencies in developing the plan and will coordinate their activities with those of the law enforcement council, a parallel unit of the State Planning Agency.

Villa Saint Rose, 597 North Dekum, Street, Portland, Oreg. 97217 (Prevention, $26,651, 9/1/70–8/31/71, #70575)

Two group homes will be added to the program of this agency, one for predelinquent girls of junior high school age, and one for girls who have been living in the agency's core facility and are now ready for a less structured setting. Both homes will offer preventive and rehabilitative services.

University of Oregon School of Community Service and Public Affairs, Eugene, Oreg. 97403 (Training, $24,000, 7/1/70–6/30/71, #69603–70–C1)

The grant continues a 4-year undergraduate degree program in community service and public affairs, with special emphasis on corrections and delinquency services. During the first year, 20 students enrolled in the program. The project also supports the university's efforts to help youth-serving agencies improve their in-service training programs and make maximum and efficient use of training resources within the university and in correctional agencies.

University of Oregon, Eugene, Oreg. 97403 (Training, $31,500, 7/1/70–6/30/71, #69602–70–C1)

This project helps school staffs and students make high school education more relevant by training them to evaluate, redesign, and implement a school's curriculum. Included is a one-to-one teaching and counseling component. Participants attend college courses and conferences designed to provide a theoretical foundation for practical problems.

Oregon State System of Higher Education, Division of Continuing Education, 565 Capitol Street NE., Salem, Oreg. 97310 (Training, $38,000, 7/1/70–6/30/71, #69709–70–C1)

Juvenile court staffs in five regions of the State received training to upgrade their skills, in the first phase of this project. The second phase involves the development of training coordinators in the five regions so that they can develop, operate, and evaluate on-going staff training programs. The objective is to create a self-perpetuating training system.

PENNSYLVANIA

Pennsylvania Crime Commission, Box 1167, Federal Square Station, Harrisburg, 17108 (Planning, $60,000, 3/15/70–6/30/70, #69118–70–S1)

Data on problems and programs related to juvenile delinquency were collected, analyzed, and evaluated during the first stage of this comprehensive planning project. To help carry out the phase, planning coordinators will work in three regions, covering the entire State. They will hold meetings and consult with people who are knowledgeable about juvenile delinquency, its basic causes, and influencing factors. Local problems and needs will be assessed and priorities will be established. In addition, colleges and universities will be enlisted to determine why some programs succeed and others fail and why some children respond to services and others do not.

Pennsylvania Department of Public Welfare, Health and Welfare Building, 7th and Forster Streets, Harrisburg, Pa. 17120 (Prevention, $40,000, 7/1/70–6/30/71, #705136)

A county youth services bureau will be formed to aid the police and also to serve schools, agencies, clergy, and parents who are concerned about delinquent or predelinquent youth. For each child referred to them, the bureau staff will develop an evaluation and service plan involving whatever public or voluntary services are needed to treat the individual situation. The bureau will coordinate the services of the agencies that participate in carrying out the plan. The bureau will also stimulate coordinated efforts to deal with all conditions which adversely affect the lives of children and will involve youth in the assessment, planning, and operation of effective programs.

Philadelphia Urban Coalition, 1512 Walnut Street, Philadelphia, Pa. 19102 (Prevention, $100,879, 7/1/70–3/23/71, #70585)

Training for effective community leadership will be given to 40 youths, aged 16 to 21, recruited from gang leaders and leaders of marginal nongang youth activities. The youths will receive a 21-week program of classroom instruction and work experience designed to enable them to administer a community program or activity.

PUERTO RICO

Puerto Rico Crime Commission, Box 1256, Hato Rey, P.R. 00936 (Planning, $68,434, 7/1/70–6/30/71, #69107-70-C1; $28,260, 4/1/70–6/30/70, #69107-70-S1)

The second phase of planning a comprehensive program will be implemented. Work will include plans for staff recruitment and training; outreach programs; citizen and youth participation; and coordination of narcotics and delinquency prevention programs, and of crime-control agencies and social development agencies. Technical assistance will be given to local groups and agencies. The existence or dearth of treatment facilities will be documented. Priorities will be suggested and the planning recommendations will be widely distributed to interested agencies and to the general public.

Department of Education, Commonwealth of Puerto Rico, Teniente Cesar Gonzalez Avenue, Hato Rey, P.R. 00923 (Prevention, $60,000, 8/1/70–7/31/71, #70567)

The project will serve potential school dropouts living in the Model City neighborhood. They will be identified by means of a predictive scale and will receive special services to overcome problems identified by the scale and by further evaluative study. A control group will be formed so that the effectiveness of the services can be evaluated.

RHODE ISLAND

Governor's Committee on Crime, Delinquency, and Criminal Administration, 265 Melrose Street, Providence, R.I. 02907 (Prevention, $100,000, 7/1/70-6/30/71, #69502-70-C1)

A youth services bureau was organized and five neighborhood-based facilities were established during the first year of this project. Facilities will now be established in two more neighborhoods. The project serves predelinquent and delinquent youth and their families by providing direct guidance and counseling services and by coordinating other community resources in antidelinquency activities. Four professional probation counselors are assigned to each neighborhood facility and are assisted by subprofessional aides recruited from the neighborhood and given special training as well as continued supervision. Each subprofessional gains experience comparable to that of an apprentice probation counselor and the most promising ones will be encouraged to take professional training.

SOUTH CAROLINA

Law Enforcement Assistance Program, State Planning and Grants Division, 915 Main Street, Columbia, S.C. 29201 (Planning, $28,900, 7/1/70-6/30/71, #70128)

A comprehensive State plan will be developed after a thorough evaluation of the problems of predelinquent and delinquent juveniles. Technical assistance will be given local organizations and agencies that are operating or planning rehabilitation activities. Efforts will be made to coordinate existing programs operated by both public and private agencies, to identify gaps in service, and to plan ways of filling them. In addition to the development of community services, the project will be concerned with the juvenile court system, detention home planning, training school planning, and the determination of needs of State institutions.

Family Court of Richland County, Columbia, S.C. 29201 (Prevention, $35,525, 9/1/70-8/31/71, #69523-70-C1)

Foster home care for boys aged 12 to 16 will be provided as an integral part of a preventive treatment program which is being operated by the court in cooperation with the State Vocational Rehabilitation Department. All children who enter the foster home will be placed in academic or vocational training in the community. A counselor from the vocational rehabilitation department will be assigned to the home. Students from the law school and from the psychology and counseling departments of the University of South Carolina will be used as volunteers, serving as big brothers and tutors. Civic groups and others in the community will provide opportunities for the boys to participate in social and recreational activities.

Rock Hill Jaycees, Inc., Jaycees Boys Home, Box 726, Rock Hill, S.C. 29730 (Prevention, $14,130, 7/1/70–6/30/71, #69524–70–C1)

During the first year of this project, a group home was established for boys on probation or parole. The home will accommodate not more than 12 boys at a time for a residential period lasting 12 to 15 weeks. During this period, the boys will be exposed to a warm family atmosphere and will receive group psychiatric therapy. Efforts will also be made to provide therapy for the boys' families. Contact with the boys and their families will be continued by the parole officer of the family court and by cooperating agencies after the boys leave the home. Other features of the program include schooling, health care, and, when needed, placement in foster homes or other child-care facilities. It is believed that a short period of intensive care in the group home will help to prevent recidivism.

South Carolina Board of Juvenile Corrections, 1720 Shivers Road, Columbia, S.C. 29210 (Rehabilitation, $7,350, 8/1/70–7/31/71, #69307–70–C1)

A psychiatric social work team was formed during the first year of this project and is now operational. The team will assist correctional schools by helping them evaluate the social-psychiatric aspects of their students; giving treatment teams in the schools a better understanding of problem cases; and helping house parent staffs in each correctional unit to relate to emotionally disturbed children. An additional responsibility of the psychiatric social work team is to maintain liaison with the community and with State level mental health resources.

South Carolina Board of Juvenile Corrections, 1720 Shivers Road, Columbia, S.C. 29210 (Rehabilitation, $13,492, 3/16/70–8/30/70, #69307-70-S1)

Two community liaison specialists will be employed in the State's reception and evaluation center. They will obtain information from parents, schools, police, social agencies, and medical and psychiatric treatment facilities which will assist the court in determining the disposition of juvenile cases. They will also provide information about community resources for youth who do not require institutional care or are returning to the community from correctional institutions.

South Carolina Department of Corrections, Box 766, Columbia, S.C. 29202 (Rehabilitation, $50,000, 7/1/70–6/30/71, #70321)

The Givens Youth Correction Center, a county rehabilitation facility since 1950, will be leased by the Department of Corrections and its program will be strengthened. The purpose is to create a model for community-based treatment of young offenders. Delinquents will receive treatment in an atmosphere in which the community and its resources become a vital part of the treatment process and local citizens become part-time members of the treatment staff. Through this process, the social and psychological alienation of the youthful offenders from the community will decrease and meaningful interaction between the youth and the community will occur. Some of the offenders will receive academic and vocational training in the community; others will be instructed at the treatment center. Youths sent to the center will have indeterminate sentences; it will be carefully explained to each youth that his own efforts and behavior will determine how long he remains in the center.

South Carolina Board of Juvenile Corrections, 1720 Shivers Road, Columbia, S.C. 29210 (Training, $10,000, 7/1/70–6/30/71, #69723-70-C1)

During the first year of this project, a psychiatrically oriented team was formed in order that their expertise could be used in coping with various problems that exist in correctional institutions. The present grant will be used to set up workshops and other training settings for personnel of the correctional institutions. For example, house parents, cooks, and other subprofessional personnel who are in direct contact with the delinquents will participate in workshops with professional personnel drawn from the fields of rehabilitation, sociology, and psychology.

SOUTH DAKOTA

Pennington County Court, 16th Judicial District, Rapid City, S. Dak. 57701 (Planning, $11,049, 7/1/70–12/31/71, #70134)

A multicounty study will be conducted to determine the need for juvenile residential treatment centers. Based upon the extent of that need, preliminary plans will be made for the construction and operation of such centers.

Oglala Sioux Indian Tribe, Box 468, Pine Ridge, S. Dak. 57770 (Rehabilitation, $88,951, 5/1/70–4/30/71, #70315)

A community-based, residential treatment center, controlled by the Tribal Court, will be established. Professional and paraprofessional personnel will work together to see that it is not only a place of correction but also a place where socially deprived Reservation youth will receive help and understanding. The project is strongly supported by the Indian community because of the recognized need for a facility for juveniles who, in the opinion of the Tribal Court and the probation officer, should neither be returned to their own homes or held in jail.

TENNESSEE

Mississippi-Arkansas-Tennessee Council of Governments, Youth Guidance Commission of Memphis and Shelby County, 900 McCall Building, Memphis, Tenn. 38103 (Planning, $45,000, 7/1/70–6/30/71, #70122)

The grant will finance the first year effort to develop a comprehensive plan for delinquency control in the Memphis metropolitan area. During this year a youth advisory body will be organized; local and State public and private agencies will be consulted; and data will be collected, analyzed, and interpreted. The object is to develop a total system's approach; that is, a determination of incidence of delinquency, contributory causes, and a mobilization of all community resources, public and private, to produce a coordinated program of prevention and control.

Tennessee Law Enforcement Planning Agency, 226 Capitol Boulevard, Nashville, Tenn. 37219 (Planning, $55,000, 7/1/70–6/30/71, #70129)

A comprehensive plan for delinquency control will be developed with the assistance of numerous groups and individuals including: a State committee on juvenile delinquency made up of representatives of county courts, State Department of Corrections, and public and private agencies and groups; an advisory group established by the committee and including young people themselves; and local study and planning committees in each city and/or county. A coordinated program will be planned after needed data have been collected and analyzed.

TEXAS

North Central Texas Council of Governments, Box 888, Arlington, Tex. 76010 (Planning, $49,535, 4/1/70–3/31/71, #70107)

This is a two-phase project designed to be completed within 1 year. The first phase is data collection which will be accomplished by contracting with the University of Texas for staff and computer facilities, and by obtaining information from a variety of public and private agencies. Once the data collection phase has been systematized, it will be maintained as an on-going program. The planning phase will include developing, in greater detail, plans outlined in the State's comprehensive criminal justice plan, providing planning assistance to local agencies that request it, and establishing priorities and timetables for reaching specified goals.

City of Killeen, 400 North Second Street, Killeen, Tex. 76541 (Planning, $45,910, 4/1/70–3/31/71, #70117)

The city will conduct a data collection and comprehensive planning program that will involve six counties of central Texas in which the juvenile delinquency problem is complicated by the military and transitory nature of much of the population. The project will be designed to: reveal basic causes of juvenile delinquency in the region; evaluate the effectiveness of present rehabilitation facilities, policies, and procedures; identify services most needed for prevention and control; determine the seriousness of the problem; and designate the services, agencies, or programs which are most needed.

Dallas Independent School District, 3700 Ross Avenue, Dallas, Tex. 75204 (Prevention, $63,199, 7/1/70–6/30/71, #70584)

A 4-week supervised camping trip will be given to girls aged 11 to 16 who are in danger of becoming delinquent. There will be 10 trips, each taking 10 girls referred by the juvenile department, schools, and social agencies. The hypotheses to be tested is that group therapy, applied in a wilderness setting, will present challenges which each girl must learn to handle individually and as a member of a group and that this will enhance her ability to cope with the problems of everyday living. The project will be extensively evaluated and, if it proves effective, may set a pattern for other such programs throughout the country.

IMAGE, 3110 Nogalitos Street, San Antonio, Tex. 78225 (Prevention, $49,299, 7/1/70–6/30/71, #705140)

IMAGE (Involvement of Mexican-Americans in Gainful Endeavors) will create several avenues for channelling delinquent and predelinquent youngsters into positive and productive activities that will enable them to succeed in a society based upon the free enterprise system. Youths will be helped to own and operate several types of corporations, such as: A home beautification corporation which will market lawnmowing, cleanup, and other services; a manufacturing corporation which will produce and market plastic and ceramic objects of art; an entertainment corporation which will offer party service including decorations, catering, cleanup, and entertainment. While each corporation will retain its own identity, there will be a parent corporation that includes all of the young people. This will give them a chance to interact; help each other resolve their problems; and nurture a spirit of friendly competition.

Our Lady of the Lake College, Worden School of Social Service, 411 SW 24th Street, San Antonio, Tex. 78207 (Prevention, $15,831, 8/15/70–8/15/71, #70564)

A full-time faculty field instructor and seven graduate students in social work will form a school-based unit designed to serve children in grades 1 to 6 who manifest early predelinquent tendencies. The children will be referred to the unit by teachers, principals, and other school personnel. Each graduate student, under the supervision of the field instructor, will handle about 10 cases. Depending upon the nature of the problems presented, treatment will focus on improvement of external, environmental conditions; on group or on individual therapy; or on a combination of these and other services. The unit will be expected to use aggressive methods and to be available to children after school hours.

McLennan County Juvenile Board, County Courthouse, Waco, Tex. 76701 (Prevention, $50,930, 7/1/70–6/30/71, #705141)

A youth services bureau will be established to help youngsters come to grips with their problems before these result in delinquent behavior. The project is based on the premise that such services to predelinquents can be carried out within the juvenile court system rather than through a separate agency—that it is the quality of service rather than its organizational location which determines its effectiveness. The bureau staff will work with schools, parents, and community agencies, in addition to providing casework and other direct services, to help children get the help that will result in behavioral change.

Vocational Guidance Service, 2300 Caroline Street, Houston, Tex. 77004 (Training, $91,465, 7/1/70–6/30/71, #70788)

The Vocational Guidance Service, Big Brothers, and the juvenile probation department will work together on this training project which will also provide a comprehensive rehabilitation program for delinquent and predelinquent youth. The three agencies will operate a center in the Model City neighborhood where the needs of each youth who is referred to the project will be carefully assessed and the youths themselves will participate in decisions that affect them. Training will be provided to all nonprofessionals who will be involved in the project. Youth from the area will be trained for paraprofessional positions as aides to professional staff and/or as tutors to the center's clientele. All Big Brothers in the project will be given extensive orientation and training. Mothers of the boys who are served will also receive training so that, in their own relationships with the boys, they can reinforce the rehabilitative services.

Sam Houston State University, Institute of Contemporary Corrections and the Behavioral Sciences, Huntsville, Tex. 77340 (Training, $25,000, 9/1/70–8/31/71, #69801-70-C1)

Graduate and undergraduate students who are interested in careers in the field of delinquency prevention and control will be given internships in community-based programs serving juveniles. The purpose is to provide an opportunity to test in practice the theories learned in the classroom and to bring practice experience back to the classroom.

Sam Houston State University, Institute of Contemporary Corrections and the Behavioral Sciences, Huntsville, Tex. 77340 (Training, $76,312, 7/1/70–6/30/71, #697103-70-C1)

This project is designed to achieve the following aims: (1) Continued curriculum development and integration of content in the undergraduate social rehabilitation and social services sequence, including the provision of a 10- to 12-week internship (on-the-spot training experience); (2) recruitment and educational preparation of undergraduate institute majors to meet the demands of social agencies, juvenile courts, children's institutions, detention homes, State training school, and other community-based services to youths; (3) provision of tutorial services for persons employed in child welfare agencies, detention homes, children's institutions, juvenile probation and parole who enroll in undergraduate corrections degree programs at Sam Houston State University at off-campus "centers" and who are experiencing learning difficulties with the course content; (4) expansion in the quantity and quality of field internships in community-based services to families with preadolescent and adolescent children who are delinquent or who are in danger of becoming delinquent.

UTAH

Utah Law Enforcement Planning Agency, 409 State Capitol Building, Salt Lake City, Utah 84114 (Planning, $49,530, 4/1/70–3/31/71, #70114)

A comprehensive plan will be developed with the assistance of representatives of all segments of the State's juvenile justice system, members of various professions that deal with youth problems, and private citizens. Boys and girls under 18, referred by the juvenile court, will be employed in clerical and data collecting activities and their views on current services will also be taken into consideration. Purpose of the project is to replace the present fragmented approaches to the juvenile delinquency problem with an integrated and adequately staffed system of providing correctional and preventive services. The project team will be composed of staff members from youth serving agencies. Consultants will be employed to assist in data collection and other activities.

South Davis Community Council, 38 East 400 South, Bountiful, Utah 84010 (Prevention, $17,068, 7/1/70–6/30/71, #69504–70–C1)

A youth counseling center, set up during the first year of the project, serves high school youth and their parents by providing counseling and referral services in crisis situations. During its first 7 months of operation, over 100 cases were handled. Additional activities that are being developed include an in-depth analysis of problems, resources, and gaps in services; a program to train youth so that they can play an active role in developing services and activities that are relevant to their needs; and special programs for youth whose problems are intensified by ethnic, socioeconomic, and other environmental factors.

Utah State Division of Mental Health, 520 East Fourth South, Salt Lake City, Utah 84102 (Prevention, $33,402, 9/1/70–8/31/71, #69505–70–C1)

A youth services program was organized as one of the first steps in this preventive project. The program will provide psychosocial evaluations and treatment for nonadjudicated teenagers who are living as wards of the State in community-based group homes and foster homes. The program will also assist parents in dealing with problems of predelinquent children and will coordinate its services with those of other community agencies and organizations. Another phase of the project consists of research on types of adolescents who are likely to become delinquent, their family backgrounds, the methods used in treatment of their problems, and other factors, such as drug abuse.

Board of Juvenile Court Judges, Utah Juvenile Court, 2135 South West Temple, Salt Lake City, Utah 84115 (Rehabilitation, $23,580, 7/1/70–6/30/71, #70340)

An intake task force will be organized to meet one of the most crucial needs of the juvenile court and the county detention center: to provide a meaningful, treatment-oriented system for releasing children from detention at the point of intake. Task force duties will be to: prevent unnecessary detention; effect release of children as soon as possible; provide direction and assistance to child, parents, and helping agencies in dealing with each child's problem.

VERMONT

Christ Church Presbyterian, 903 North Avenue, Burlington, Vt. 05401 (Prevention, $20,000, 8/1/70–7/31/71, #705113)

The greater Burlington area is to be mobilized in a multidisciplinary effort to understand delinquency careers and to make strategic interventions which provide alternatives to delinquency. Homeless youth who are in trouble will be given emergency shelter for 2 weeks while being assisted to develop new relationships, obtain jobs or further schooling, and return to their homes or make their own living arrangements. Facilities at the University of Vermont, the YMCA, YWCA, hotels, and other appropriate living quarters will be rented or leased to provide the emergency shelter. The project will seek to demonstrate that a city and its adults and youths care about what happens to homeless, rootless, aimless youth and can help them choose alternatives to delinquency.

Windham Regional Planning and Development Commission, 67 Main Street, Brattleboro, Vt. 05301 (Prevention, $16,000, 9/1/70–8/31/71, #70576)

The purpose of the project is to improve youth-police relationships. Youth-police councils will be established and existing councils will be expanded. A legal education curriculum will be introduced into the public schools. Drug education programs will be conducted for adults and youths.

Governor's Committee on Children and Youth, Riverside Building, Montpelier, Vt. 05602 (Prevention, $13,000, 8/1/70–7/31/71, #705155)

Youth aged 12 to 21 will be recruited to serve as "listeners" to whom troubled youngsters can talk about their concerns, attitudes, and behaviors; as mobilizers of resources for developing problem-solving techniques and programs; and as motivators for the involvement of young people in meaningful activities. The youth will work in school districts throughout the State on a student-to-student basis. They will be assisted by the 30 members of the Governor's committee and its staff as well as social agencies and other resources in the State and communities. Emphasis will be placed upon drug education and coping with the problems of drug use.

Northeast Kingdom Mental Health Service, Inc., 90 Main Street, Newport, Vt. 05855 (Prevention, $26,000, 9/1/70–8/31/71, #705167)

A therapeutic group foster home for adolescents, sponsored by a comprehensive community mental health center, will be conducted in cooperation with various social and educational agencies. Services will include diagnostic screening and evaluation, psychotherapy, counseling, tutoring and remedial education, social casework, occupational and recreational therapy, and vocational rehabilitation. Both long-term placement and emergency shelter will be available in this family-style facility which will be operated by trained and licensed foster parents.

Department of Corrections, State Office Building, Montpelier, Vt. 05602 (Rehabilitation, $8,000, 2/1/71–8/1/71, #70349)

To stimulate their intellectual, emotional, and physical growth, 10 delinquents, aged 14 to 17, who are on probation will receive a 6-month experience similar to that described in the book "Northwest Passage." During 5 months of preparation for the 1-month adventure, the boys will read the book, chart the course to be followed, and work out logistical problems. They will learn first aid, swimming, and receive other training to make them physically able to handle stressful situations. The month of adventure will involve a 75-mile canoe trip and a 200-mile hike. The purposes of the project are to demonstrate the utility of this type of project for community-oriented programs and to research its long-range value, as well as to help the boys themselves develop self-confidence and constructive behavior patterns.

Department of Corrections, State Office Building, Montpelier, Vt. 05602 (Rehabilitation, $17,000, 7/1/70–6/30/71, #70350)

A comprehensive plan will be developed for making greater use of existing community agencies in working with youthful offenders who are on probation. The plan calls for an assessment of needs which is to be made by an evaluation team; an assessment of agencies that can carry out the team's recommendations; development of mechanics for coordinating on-going services of probation program and agencies; on-going review and monitoring of the program. The most significant aspects of the project are the recognition of the need for greater client participation in planning for his future and the assurance of flexibility to react to changing needs.

VIRGINIA

City of Norfolk, Model City Program, City Hall Building, Norfolk, Va. 23510 (Rehabilitation, $40,000, 7/1/70–6/30/71, #70336)

A community adjustment and treatment services bureau will be incorporated into the recently established system of decentralized agency services which operates from the Berkley Neighborhood Center. Bureau staff will provide: Counseling services; employment and vocational rehabilitation programs; diagnosis and referral to appropriate agencies. Development of data collection and evaluation systems and design of programs for youth involvement will be other functions of the bureau.

Richmond City School Board, 809 East Marshall Street, Richmond, Va. 23219 (Rehabilitation, $50,000, 7/1/70–6/30/71, #70344)

A multiservice rehabilitation action center will be established for delinquent and predelinquent boys aged 15 to 21. Comprehensive social, educational, vocational and rehabilitative services will be provided on an individualized basis. The center will be located near the downtown area and the Model City neighborhood. It will house an evaluation laboratory, library, facilities for psychological testing, rooms for study and for individual and group counseling, and facilities for the use of audiovisual aids and for recreational activities.

Other facilities and services in the community will also be used as needed.

University of Virginia, Charlottesville, Va. 22903 (Training, $20,202, 7/6/70–8/15/71, #70739)

Teachers in State institutions for delinquents will participate in a summer institute. The training will familiarize them with the historical theories and methods of dealing with delinquents and with current methods and processes. The participants will be trained to understand and use operant behavior-shaping methods, to select and utilize appropriate methods of reinforcing constructive behavior, and to develop reinforcement schedules. They will also be taught such behavior-modifying techniques as crisis interviews and group role playing. Coping with the feelings engendered in teachers by aggression and other behavior problems of students will be another area covered.

Research Analysis Corp., Westgate Research Park, McLean, Va. 22101 (Model Program, $28,000, 8/1/70–7/31/71, #70930)

In cooperation with the juvenile and domestic relations court of the county, an experimental and evaluational research project will be established in the court to give a selected group of delinquents an opportunity to participate in decisions about the disposition of their own cases. Two experimental groups will be formed to test different modes of participation—one with, the other without, peer group interaction. Two control groups will also be formed, one to measure the impact of court procedures upon youth prior to implementation of procedures for offender participation and the other to gage the spill-over effects of offender participation upon offenders who are not given a chance to participate in decisions about their cases. Before and after tests will be administered to determine changes in moral judgment attitudes toward the police, and attitudes about court goals and expectations. Followup studies will determine whether behavioral changes result from the two methods of participation used, and to try to determine what experiences promoted and sustained changes in behavior.

VIRGIN ISLANDS

Virgin Islands Law Enforcement Commission, St. Thomas, V.I. 00801 (Planning, $25,000, 3/15/70–6/30/70, #69106-70-S1)

Staff will complete the data-collection phase as a first step toward the development of a comprehensive plan for assisting delinquents and predelinquents. The planning is being done in cooperation with the Virgin Islands Commissions on Youth and on Human Resources as well as the Departments of Education, Public Safety, Health, and Social Welfare. A project coordinator will be employed to help complete the collection of such data as rates of delinquency, school dropouts, youth unemployment, and other statistics pertinent to the problem, as well as data on existing resources for serving youth.

WASHINGTON

Planning and Community Affairs Agency, 1306 Capitol Way, Olympia, Wash. 98501 (Planning, $100,000, 7/1/70–6/30/71, #69117-70-C1)

A system of planning and management will be developed to improve State and local capabilities to prevent and control delinquency. The project is focused on the development and demonstration of system planning, system analysis, and system management tools for obtaining statewide participation in a continuing planning process. Although designed primarily for the prevention and control of delinquency, the tools and processes developed should also be adaptable to the overall system of crime prevention and control. The goal of the program is to assure effective and efficient allocation of resources for aiding youth, preventing delinquency, and rehabilitating offenders. This will involve obtaining widespread understanding of the needs of youth in a rapidly changing society; enabling the institutions of society to become more responsive to the unmet needs of youth; and improving the laws and the juvenile justice system.

West Virginia Department of Welfare, 1800 Washington Street East, Charleston, W. Va. 25305 (Prevention, $50,000, 7/1/60–6/30/71, #69514–70–C1)

To reduce the number of days children spend in local county jails, subsidized foster homes will be used for youths 12 to 18 years of age who do not require detention but do require care outside of their homes pending a hearing and disposition of charges by the juvenile court. The project was begun last year and has already provided over 1,500 days of foster home care for 31 children who would otherwise have been locked up in local jails.

Davis-Stuart, Inc., Lewisburg, W. Va. 24901 (Prevention, $15,658, 9/1/70–8/31/71, #705168)

A group home will be established in a residential section of Bluefield to house 6 to 8 teenage boys with behavior problems. Trained house parents will create a homelike environment; casework services will be given to the boys and their families; full use will be made of community facilities and services in meeting educational, recreational, and other needs.

Marshall County Court, Marshall County Courthouse, Moundsville, W. Va. 26401 (Rehabilitation, $34,342, 7/1/70–6/30/71, #70339)

The Marshall County Child Shelter, which now offers little more than custodial care, will be transformed into a treatment center offering services not only to delinquent youth who will reside there, but also to other youth in the community who have behavior problems. The center will involve families, schools, churches, courts, and other community resources and services in its treatment program. The center will make it possible for youth to continue their relationship with the community and eliminate the "re-entry" problem that often occurs when youth return from State correctional institutions.

WISCONSIN

Wisconsin Council on Criminal Justice, 110 East Main Street, Madison, Wis. 53702 (Planning, $50,000, 3/2/70–8/31/70, #69130–70–C1; $9,050, 7/1/70–8/31/70, #69130–70–C1–S1)

The first phase of this project provided assistance to Indians on the reservations of the State in planning delinquency prevention and control measures within the framework of their own culture, traditions, and social institutions. Phase II will include the establishment of youth centers and the provision of recreational, vocational, and other services designed to prevent delinquency among youth who live on the reservations.

Wisconsin Council on Criminal Justice, 110 East Main Street, Madison, Wis. 53702 (Planning, $40,000, 7/1/70–6/30/71, #70126)

A plan for the improvement of the State's juvenile justice system will be developed and coordinated with the overall criminal justice plan developed under the Omnibus Crime and Safe Streets Act. A task force will be organized to help prepare the plan and develop innovative techniques for delinquency prevention and control. Members of the task force will include juvenile court judges, representatives from the State's juvenile corrections system, a sheriff, a police chief, a juvenile officers' association executive, a district attorney, a representative of the Indian community, a representative of youth-serving agencies, and a representative of the general public. A juvenile delinquency specialist will be employed to assist the task force with research and analysis, policy recommendations, and other tasks including maintaining liaison with the juvenile justice community.

WYOMING

Governor's Committee on Criminal Administration, Cheyenne, Wyo. 82801 (Planning, $12,600, 3/16/70–6/30/70, #69138–70–S1)

This is a comprehensive planning project involving the collection of data on the nature of juvenile crime, the treatment of juvenile offenders, the condition of detention facilities, the success of delinquency prevention programs, the mechanisms of the judicial process, and the working relationships of Federal, State, and local agencies. The present grant will support an in-depth study and evaluation of the Wyoming Juvenile Court Act which will be conducted as a part of the broad planning project.

Cathedral Home for Children, 104 South 4th Street, Laramie, Wyo. 82070 (Planning, $20,586, 5/1/70–4/30/71, #70209)

A study will be made to determine the desirability of revising the program of this home to increase its effectiveness in preventing and controlling delinquency. In making the study, the State's need for residential programs for troubled adolescents will be assessed and plans will be developed for enhancing the cooperation of all facilities and agencies in meeting the need. Costs and methods of financing a new physical plant to house the program will also be determined.

Laramie County School District #1, School Administration Building, Cheyenne, Wyo. 82001 (Prevention, $37,500, 7/1/70–6/30/71, #705112)

On the premise that school failure leads to school dropout, and school dropout to delinquency, this project is concerned with the early identification and treatment of children who are potential failures. Adolescents who are potential dropouts will be employed as counselor aides and tutors to younger pupils. The adolescents will work in teams of five and will be trained and supervised by a professional. Efforts will also be made to provide educational experiences for administrators and other school personnel designed to help them establish a wholesome school climate and other school-based solutions to the problem of delinquent behavior.

Mr. PUCINSKI. We would like to see the applications and what sorts of programs the States are submitting.

Mr. COHEN. Anything you need for the record—Mr. Jennings and I will work closely together to give you whatever you do need.

Mr. PUCINSKI. We are going to put into the record today, as an appendix, the annual report issued by the Department on this whole question of juvenile crime.

(The document referred to follow:)

ANNUAL REPORT

OF FEDERAL ACTIVITIES IN
- JUVENILE DELINQUENCY
- YOUTH DEVELOPMENT
- AND RELATED FIELDS

Required by Section 408 of the Juvenile Delinquency Prevention and Control Act of 1968 (Public Law 90-445)

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
SOCIAL AND REHABILITATION SERVICE

YOUTH DEVELOPMENT AND DELINQUENCY PREVENTION ADMINISTRATION

TO THE CONGRESS OF THE UNITED STATES:

I have the honor to present herewith a report of Federal activities in juvenile delinquency, youth development, and related fields, as required by section 408 of the Juvenile Delinquency Prevention and Control Act of 1968 (Public Law 90-445).

The report covers the period from July 1, 1968, to June 1970, and evaluates activities of the Youth Development and Delinquency Prevention Administration (formerly the Office of Juvenile Delinquency and Youth Development) in the Social and Rehabilitation Service of the Department of Health, Education, and Welfare, which is responsible for the program. It also includes a description of the activities of other Federal agencies and Departments in the field of juvenile delinquency.

Early in 1970 it became evident that certain changes in direction and emphasis in the program of the Youth Development and Delinquency Prevention Administration would be highly desirable. This report also incorporates these proposed changes.

I commend this report to your careful attention.

Richard Nixon

THE WHITE HOUSE,

March 1971.

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CHAPTER I
NATURE AND EXTENT OF JUVENILE DELINQUENCY

Juvenile delinquency is one of the nation's major unsolved problems. It is more than a headline issue, more than a matter of public safety. Nor is delinquency a single problem which calls for a single answer.

Delinquency is a tangle of profoundly interwoven problems that are inseparable from the social system in which we live. It is a chronic problem that will not yeild easily to efforts of prevention and control. Neither can it be resolved by crash programs leaving underlying social causes unchanged.

Delinquency is not a new or uniquely American problem. The particular forms and varieties of youthful antisocial behavior may change with the times, but delinquency remains an intrinsic part of industrial society. Today's expanding youth population, and the increasing complexities of modern life, call for innovative long-range programs--as well as immediate action--for dealing with youth problems.

There are different ways of looking at delinquency and its manifestations. One possible approach is to suggest that societies which place a high premium on freedom, initiative, and success should hardly expect to contain all of its members in a conventional mold. According to this approach, delinquency is one form of breaking out of that mold. Another related approach is to suggest that democratic societies always have to tolerate a fairly high percentage of nonconformity among youth. However, in any approach to delinquency, while nonconformity and unconventional behavior are factors to be recognized, the protecttion of society comes first. Ways must be found to deal with deviant behavior which leads to the destruction of property; criminal acts; or violence.

Destructive behavior needs to be channelled into constructive activity in order to reverse the effects of this social blight in our future generations.

Planning for the prevention of delinquency must be based on the realistic appraisal of the problem. Resources for coping with the problem must be adequate; and feasible programs need to be undertaken. However it is approached, the problem of juvenile delinquency needs to be recognized as a fundamental challenge to our ability to make the American dream mean something in a nuclear society.

The Size of the Delinquency Problem

With the single exception of 1961 the upward trend in juvenile delinquency rates has continued.

The FBI's Uniform Crime Reports and D/HEW's Juvenile Court Statistical Reports show not only spiralling rates of delinquency but increasing involvement of youth in serious crimes.

During the past decade (1960 thru 1969) the volume of police arrests of persons under 18 years of age for all offenses except traffic violations increased at a pace almost four times the percentage rate of increase in the national population. While the number of young people in the age group 10 to 17 increased 27 percent during this period, the arrest rate of persons under the age of 18 doubled. When only the Crime Index offenses are considered in computing this long-term trend, the rate of increase registers a startling 90 percent, for the decade.[1]

TABLE 1

1969 Arrest Rates for Persons Under Age 18 for Crime Index Offenses*

Offense Charged	Percentage of Persons Under Age 18 Arrested in 1969	Increase 1960 - 1969 (percent)
Murder	9.4	151
Aggravated Assault	16.4	123
Forcible Rape	20.1	86
Robbery	33.4	13
Burglary	53.7	72
Larceny-Theft	53.1	100
Auto Theft	58.0	63

* Uniform Crime Reports – 1969

Similarly, during the same period of time, juvenile arrests for violent crimes increased 148 percent, while arrests for property offenses increased 85 percent. While the total youth population aged 10 to 17 constituted approximately 16 percent of the total population of the United States in 1969, persons under 18 years of age were involved in 32 percent of the Crime Index offenses which were solved.

A similar trend is indicated by Juvenile Court Statistics--1969, the latest year for which complete statistics are available. Nationally, the volume of juvenile court cases increased 9.9 percent over the previous year. Boys' cases registered a 10.1 percent increase, girls' cases a 19.0 percent increase. Delinquency, however, continues to be primarily a male problem--with four times as many males as females being referred to the juvenile courts in 1969.[2]

Who Are The Delinquents?

Although the problem of juvenile delinquency remains concentrated primarily in the urban areas of the country, the statistics indicate a problem of considerable magnitude in the rural and suburban areas as well. According to the 1969 Uniform Crime Report:

> Nationally, persons under 15 years of age made up 10% of the total police arrests; under 18, 26%; under 21, 39%; and under 25, 51%. In the suburban areas, the involvement of the young age groups in police arrests is again markedly higher than the national figures with the under 15 age group represented in 13%; under 18, 35%; under 21, 50%; and under 25, 63%. In the rural areas, the distributions were lower for the younger age groups, with the under 15 group being involved in 5% of the cases; under 18 in 21%; under 21 in 38%; and those under 25, 53%. When only the serious crimes are considered 22% of all arrests in 1969 were for persons under the age of 15 and almost one-half were under 18 years of age (p.33).

Likewise, the 1969 Juvenile Court Statistics show that juvenile court cases increased in all areas of the country. Nationally, juvenile court cases increased 9.9 percent in that year; urban courts experienced a 9.8 percent increase, while the increase in semi-urban courts was 9.2 percent and rural courts registered an 8.8 percent increase. The number of juvenile court cases handled by predominantly urban areas, however, was almost three times higher than in the rural areas. Sixty-six percent of all the cases were handled by the urban courts, 28 percent by semi-urban courts, and 6 percent by rural courts.

Drug offenses, too, are becoming increasingly prevelant among young people, as evidenced by the statistics contained in the 1969 Uniform Crime Report. In 1964, 23 percent of the persons arrested for Narcotic Drug Law violations, were under 21 years of age; by 1969, the percentage had jumped to 55 percent. When marijuana offenses alone are considered, 27 percent of the persons arrested were under 18 years of age, and 63 percent were under 21.

Statistics, however, tell only part of the story. As the President's Commission on Law Enforcement and Administration of Justice pointed out in **The Challenge of Crime in a Free Society,** "These reports (The Uniform Crime Reports and the Juvenile Court Statistics) can tell us nothing about the vast numbers of unsolved crimes or about the many cases in which delinquents are dealt with informally instead of being arrested or referred to court."[3]

Indeed, various self-report studies indicate that approximately 90 percent of all youth commit acts for which they might be brought to the attention of juvenile courts if apprehended.

Alarming as these juvenile delinquency statistics may be, however, it is necessary to view them in perspective.

In part, these increases are the result of better statistical reporting and better record keeping systems adopted by police departments and other official agencies. In part, they may stem from increased formal actions on the part of law enforcement agencies. In part, too, they are the product of a phenomenal increase in the youth population in recent years--a rate of increase which is significantly higher than for the adult population. And, in part, they are the consequence of an increasing urbanization which has exacerbated conditions in which delinquency rates have traditionally been high.

Moreover, despite the increasing involvement of juveniles in Crime Index Offenses, the majority of youth continue to be apprehended for "minor" crimes, and a significant number are arrested for actions which, if committed by an adult, would not be considered criminal.

In 1969, boys under 18 years of age were most often arrested for larceny and burglary. Large numbers, however, were also apprehended for disorderly conduct, curfew and loitering violations, and running away. Similarly, while a large number of girls under 18 were arrested for larceny, a significant proportion of both boys and girls were arrested for other violations of State and local laws which are not broken down in the Uniform Crime Reports, but rather are classified as "all other offenses, except traffic." This catagory encompasses such offenses as truancy, ungovernable behavior, and similar activities, as well as other offenses which pertain to both adults and juveniles.

Finally, the fact that a large percentage of juvenile crimes are committed in groups--the estimates range from 60 to 90 percent--may also result in "inflated" statistics which are out of proportion to the number of crimes actually committed.

Delinquency and The Inner City

Despite the rise in suburban delinquency, more often than not the world around the delinquent is the inner-city slum.

By 1980, 75 percent of the population of the United States will live in metropolitan areas. As has already been indicated, crime and delinquency rates are considerably higher in the more deprived centers of these metropolitan areas where slum conditions prevail.

In inner-city areas where income is low, unemployment high, housing poor, health resourses inaccessible, and recreation facilities inadequate, the crime and delinquency rates are staggering.

In other words, where crime and delinquency rates are highest, one is certain to find all the other evidences of social disintegration.

As the Crime Commission report made clear: ". . . Negroes who live in disproportionate numbers in slum neighborhoods account for a disproportionate number of arrests. Numerous studies indicate that what matters is where in the city one is growing up, not religion or nationality or race" . . . . It found that, "for all groups, delinquency rates were highest in the center and lowest on the outskirts of the city." The Commission report then noted:

". . . but for Negros, movement out of the inner-city and absorption into America's middle class have been much slower and more difficult than for any other ethnic or racial group." 4

One of the gravest challenges facing the nation today, then, is to be found in the interlocking problems of **poverty, discrimination,** and **the cities.**

Few things cause more concern, or are more frightening and real than violent crime in our cities. The 26 cities with populations of 500,000 or more contribute about half the total reported major violent crimes, yet comprise only about one-fifth of the total reporting population. That violent crimes in the city are committed primarily by young persons between the ages of 18 and 24, followed by youth in the 15 to 17 group, is a gloomy portent for the future.

Violent crimes in the city are committed primarily by young persons between the ages of 18 and 24, followed by youth in the 15 to 17 group. Such crime is overwhelmingly committed by males, usually with poor education, and little or no employment skills. Violent crime rates for Negroes appear to be considerably higher than for whites.

The urgent need to reduce violent crime among urban non-white youth is obvious, requiring a total effort toward changing their demoralizing conditions and life patterns; the unequal opportunity and discrimination they confront; and the over-crowding and decay of the urban ghettos in which most of them live.

Middle Class Delinquency -- Suburbia

The Crime Commission report observed: "It is likely that the official picture exaggerates the role played by social and economic conditions since slum offenders are more likely than suburban offenders to be arrested and sent to juvenile court. In fact, recent self-report studies reveal suburban and middle class delinquency to be more significant a problem than was ever assumed." 5

Many suburban communities find themselves faced with a rapid population growth. This rapid growth has made it difficult for suburbs to increase the level of services needed by their residents –– including resources to meet pressing problems such as delinquency.

A study of delinquency in an education conscious and middle class suburb revealed that two-thirds of the delinquents were from the least affluent families.[6] Thus, special problems arise for poor youth in middle class communities. Failure in education in a community which emphasizes education for the college bound puts special pressure on both parents and children.

Since current trends are toward movement from the city to the suburbs, the pattern of delinquency in middle class suburban communities is likely to become more pronounced. There is a grave need not only for more information about the quantity and quality of delinquency in suburban areas but also for the provision of services to meet the special needs of suburban delinquents and their families.

Changing Patterns of Youthful Behavior

This century has seen a period of unprecedented rapid social, industrial, ideological and political change.

During the post-war era, the pace of change has increased still further, transforming the world in a way that no one 25 years ago could have anticipated. These years have brought to the more advanced nations of the world an affluence never before dreamed of. They have seen the liberation – often accompanied by violence – of the majority of the world's population from colonial rule. They have seen a time of such extraordinary scientific and technological innovation that physical, human, and social environments have been profoundly transformed.

During the 1960's, Americans lived in mounting historical crisis. The symptoms were everywhere: poverty and urban deterioration in the world's richest nation; racism in a society committed to equality; civil disturbances in the streets of urban slums; campus unrest; and the growing disaffection and alienation among those from the best educated generation in history.

This rapid pace of change has produced new forms and expressions of youth revolt and protest -- ranging from rejection of society and withdrawal from the community, to attempts to overthrow the "system" through violent confrontations. The shifts in youthful behavior have been so frequent and sudden that adults often have been unable to perceive, much less understand, what is happening.

Institutional Response to Youth

Youth protest and rebellion, whether it takes the form of student violence or disengagement and alienation from society, is often the response of youth to institutional systems that exclude them or that they perceive to be degrading.

Youth deeply resent the definitions, categories and restrictions that have been assigned to them. If, on the other hand, they are accepted as legitimate partners, as they were in the past when their labor was required by a less efficient society, they are more likely to participate in, and give support to, the key systems of the community.

Young people are not content to have things done for them; they want a share in shaping their destinies. They are seeking one of the most important of all human needs: to be taken seriously, to have their voices heard.

Whether adult society and youth can bridge the gap depends in large part upon the capacity of our institutions to develop procedures that will enable those who seek change to be part of the process of change. Special efforts must be made to find ways of including those who have suffered the most from exclusion and who have traditionally been labeled as deviant. Youth who have little or no hope or confidence in themselves, or their situation, must be convinced that they are of value and worth, not only to themselves, but to their community and its institutions.

An effort to involve youth in the community and its institutions is part and parcel of a total effort at institutional change.

Institutional change is defined for the purposes of this report as the effort to improve institutional practices, procedures and policies in such a way so as to improve their responsiveness to youth and delinquent needs; to improve their effectiveness in combatting juvenile delinquency; and to improve their abilities to provide meaningful and constructive youth roles in the carrying out of their activities.

In the modern world, the family has become a focal point where a great many institutional influences meet but the way in which families function depends on the way they are influenced by various community institutions.

Today, the family and local community can no longer exercise any strong control over the activities and content of education, industry, recreation, health services, or law enforcement. It is just the other way around. This is especially true of poor families, since their functioning is almost completely dependent upon public institutions. When they need help, they have neither the resources or knowhow to make independent choices among both public and private alternatives.

Many of the agencies serving the poor are unable to serve them well. Restrictive regulations, inadequate budgets, personnel shortages, and fragmentation among the public services also serve as barriers to adequate assistance. Families who are exclusively dependent upon public services that cannot provide adequate solutions to their problems are especially subject to the feelings of hopelessness and surrender that are often instrumental in promoting marital conflict and inability to assume meaningful parental roles.

The Official Response to Delinquency — Labeling and Stigma

When official agencies respond to certain behaviors by placing a youth in the delinquent category, they attach a label that seriously affects his future opportunities and conduct.

Once a youth is stamped delinquent, the police, the court, the school, and other official agencies respond to him on the basis of that label in a manner different from the way they respond to those without it. The label also becomes known to the public which then views the youth with suspicion.

Further, the young person may begin to perceive himself as different or "bad" and act accordingly. Having a record makes it more difficult for a youngster to walk conventional paths and have equal access to the opportunities of society. Faced with this dilemma, the young person may be propelled to act out further the delinquent role he has been assigned.

Without the evidence to show that official actions by police and courts are successful in preventing further delinquency, the exercise of caution in determining which young people are to be labeled assumes overwhelming significance.

There is reason to believe, on the other hand, that the very act of official intervention has an impact directly contrary to that which it is designed to create. While the court may see its intervention as helpful and rehabilitative, prospective employers, for example, tend to view less benignly the fact that the youth "has a record".

The schools may view with suspicion the youngster who has been pronounced delinquent. Further, it is important to draw the distinction between engaging in one delinquent act and the repetitive commission of delinquent acts.

Many young people may engage in one or two delinquent acts as a relatively normal part of their adolescence. Occasional and minor delinquency need not presage a delinquent career. To funnel such youth into the formal juvenile justice and correctional system may have the unfortunate and unnecessary consequence of contributing to the development of a career in delinquency.

Correctional Agencies

The field of youth corrections faces two serious problems. First, funds and facilities are inadequate to the demands placed on correctional institutions by the community. Second, the validity of the techniques of present day corrections has been seriously challenged.

Even with its swing away from large institutions to smaller correctional facilities, the correctional process still segregates and labels those in its custody. It still stands as the last resort -- the end of the line for those unfortunate enough to enter its jurisdiction.

The Crime Commission report stated that: " . . . for the large bulk of offenders, particularly the youthful, the first or minor offender, institutional commitments can cause more problems than they solve. Institutions tend to isolate offenders from society, both physically and psychologically, cutting them off from schools, jobs, families and other supportive influences and increasing the probability that the label of criminal will be indelibly impressed upon them". 7

In many communities, however, youth are referred to the correctional system because no treatment alternatives exist. This is true most frequently in the poorer residential areas where the lack of social welfare resourses and other alternatives often require the police to send children to court; and the courts, in turn, often have no alternative but to send these children to correctional institutions.

"The Statistics on Public Institutions for Delinquent Children — 1969", the latest year for which complete statistics are available — indicates that approximately 52,000 children and youth were living in residential correctional institutions in that year, a 4 percent decrease over the previous year. Of these youth, the preponderant majority — 43,000 — were in training schools; an additional 1,500 were in forestry camps and ranches; and 3,200 were in reception and diagnostic centers.

Such institutional care is expensive. The 1969 figures show that approximately $258.[illegible] million was spent on public institutions serving delinquents in that year, at a per capita cost of $5,031.

Even more important is the fact that the traditional forms of institutionalization are relatively ineffectual in rehabilitating most delinquent youth. The recidivism rate for youth released from public and private residential institutions ranges from an estimated 50 percent to 80 percent. The 1968 Uniform Crime Report stated:

> The younger the age group, the higher the repeating rate, has been documented many times, as it is here . . . of the offenders under 20 released in 1963, 74% were rearrested by 1969, 72% of those 20 to 24, and 69% of the offenders 25 to 29 years. When viewed by race, the Negro rearrested rate, 71%, was higher than the white offender rate of 61%. All other races, made up primarily of Indian Americans, had a rearrest rate of 82% between 1963 and 1969. Of the 1,419 female offenders released in 1963, 47% had been rearrested for new offenses by 1969. 8

Correctional services for youth should be an integral part of the network of services for all youth in the community.

Correctional treatment should be closely related to the other systems that exist to reintegrate its charges into the main currents of society. Youth in training schools or in a community-based facility should have available to them the same breadth of services offered to their peers on the outside.

Support must be given to the search for alternative methods of providing services to achieve this integration of correctional systems into broader services offered in the community. States and local communities must be given the opportunities and incentives to innovate and experiment with these methods; and to develop correctional programs that are incorporated into the community so that the isolation, alienation and disassociation that often follow from traditional correctional experiences do not disconnect young offenders from society.

Finally, much of the help that probationers and parolees need can come from community institutions -- help from schools in acquiring the education necessary for employment, and help from employment services and vocational training facilities in finding jobs. If probation and parole officers are to mobilize community resources to deal more effectively with offenders, they must develop new work styles that reach out to community resources and relate them to the needs of their caseloads.

New approaches to rehabilitation may make possible the assignment of probation and parole officers to specific target communities to act as advocates and mobilizers of resources for problem youth living in these communities. The role of the community corrections worker might be analogous to that of the Ombudsman, a spokesman for the target population in the larger community. New approaches might also make it possible for courts and correctional agencies to recruit and train both professional and nonprofessional workers to carry out these and other new roles in the community.

CHAPTER II
JUVENILE DELINQUENCY PREVENTION AND CONTROL ACT OF 1968

The Juvenile Delinquency Prevention and Control Act of 1968, as an ongoing Federal program, provides assistance in assessing the adequacy and effectiveness of existing State and local resources. It encourages the creation of new kinds of preventive services and the coordination of these endeavors with both existing community programs and resources available under other Federal legislation.

The approach to prevention and rehabilitation embraced by the Act is community-based in orientation. It fosters programs which provide services to youth in or close to, their home neighborhoods, drawing on services from agencies in the community, providing opportunities for the youth to participate actively and meaningfully in community activities.

The Act provides for preventive programs which offer specialized services to pre-delinquent youth, but which do not label them or separate them from their peers. It stresses treatment of the offender in the community rather than in an isolated residential correcttional institution as well as the development and support of community agencies which deal with youth non-judicially.

As a corollary, the Act seeks to strengthen the services of agencies, organizations, and institutions serving delinquent youth and young people in danger of becoming delinquent by upgrading the competence of personnel working in the juvenile justice and related systems, training new personnel to enter professions in the delinquency prevention and control field, and developing new techniques and practices.

Focus on Youth Development

The national program set forth in the Juvenile Delinquency Prevention and Control Act of 1968 is based on the assumption that America's goals for its youth extend beyond curtailment of anti-social activities.

In establishing the goal of delinquency prevention, as well as rehabilitation, it seeks to maximize the potential of young people for productive participation in society and for lives of self-actualization.

This effort seeks increased commitment on the part of youth to a society which they can perceive as responsive, relevant and just; a society in which meaningful opportunities are available to them; a society in which they have a significant share and stake.

This represents only one aspect of the Government's program in juvenile delinquency. A number of other programs are administered by other agencies within the Department of Health, Education, and Welfare, as well as in other agencies and Departments. Emphasis in the report is on the Youth Development and Delinquency Prevention Administration since it administers the Juvenile Delinquency Prevention and Control Act of 1968, and it is this program which is being is being evaluated. A few programs which are closely related to this program are referred to in the evaluation. All of the others are described in later chapters.

It follows that the national program must systematically assemble and redirect many of the current approaches to addressing problems of youth. Both this effort and the task of developing new approaches rest on recognition of a basic set of factors that research and experience have proven tenable:

- There is a web of interconnected social factors that shape youthful behavior.
- The key institutions of our society play a most important role in the creation and prevention of anti-social behavior.
- Many problems of youth cannot be viewed exclusively as problems of individuals, but must be regarded as reflecting problems in our major social institutions.
- Solutions to youth problems and anti-social behavior can most readily be derived from an exploration and appraisal of the social conditions producing them rather than from excessive demands for punishment, repressive action, and undue pressures for conformity.

Rather than viewing the prevention and control of juvenile delinquency; treatment and rehabilitation; and correctional and community services as disparate activities conducted by widely distinct personnel without mutual understanding and common ties, the program calls for the maximum possible unification of all of them. In view of what is known about the minimal essential conditions for the development of socially adequate human beings, and what has already been learned about the causes and consequences of anti-social behavior, it is no longer rational to compartmentalize either the thinking, methods or program resources.

The new ordering of service networks and resources will enable the Nation to broaden its perspectives on youth -- both its problems and place in society.

It will guarantee not only continued efforts to control delinquency and treat offenders, but also promote increased activity in addressing many of the conditions that produce them. By basing programs for youth on perception of anti-social behavior as more than just a problem of law enforcement, or as problems in education, family disorganization, employment, housing and social conflict, this country is on the way towards its preventive goal.

At the same time, this Nation will be taking steps toward raising the general level of opportunity for all youth, whether in slum or suburb. The Juvenile Delinquency Prevention and Control Act has put this country in possession of a National program that looks toward the future and makes possible a range of activities that provide assistance to States and communities to:

- develop programs with respect to the increasingly visible youth culture existing across the Nation at this very time;
- direct national efforts at basic changes in important institutions;
- upgrade services in the areas where delinquency and crime rates are highest, and identify and provide special services to youth who are too often neglected merely because they live in areas where delinquency and social disorganization are low;
- make further improvements in the services available within the juvenile justice system so that the youth passing through it will not stand in danger of continuing their delinquent careers.

In order that this national program will have maximum success, it should encourage young people themselves to assist in its implementation. There can be no greater indication of our dedication to youth than to ask them to become involved as active participants, not mere recipients, in the local and State service projects the Act makes possible.

New Administration

On June 8, 1970, the Youth Development and Delinquency Prevention Administration was created to administer the Act, replacing the Office of Juvenile Delinquency and Youth Development. This action is indicative of Departmental support for the program, and its recognition of the importance of a strong effort in the area of delinquency prevention and control. This resulted in placing it on a par equal to the efforts of the other Administrations in the Social and Rehabilitation Services--i.e., Aging, Assistance Payments, Community Services, Medical Services and Rehabilitation Services.

Additionally, the recent decentralization of the program through the placement of full-time Associate Regional Commissioners for Youth Development and Delinquency Prevention Services in each of the 10 Department of Health, Education, and Welfare Regional Offices is designed to provide for a strengthened effort through the development of closer working relationships among the Federal, State and local levels of government. By providing a vehicle for close liason between the administering agency and the State agencies, immediate access is afforded to the technical assistance and expertise of these specialists in the development of plans and programs.

The Youth Development and Delinquency Prevention Administration's Central Office has also undergone reorganization with the establishment of the Division of National Planning and Program Development. Its major functions include:

- assisting in the development of a national strategy for delinquency prevention, rehabilitation, and youth development;
- overseeing the development and implementation of the program;
- developing national guidelines and standards for the implementation of the program;
- coordinating field activities with other Federal programs concerned with delinquency and youth development.

These recent administrative changes are also indicative of the Department's renewed commitment to strengthening its leadership role, developing mechanisms for systematic coordination across the range of Departmental programs in the field, and creating a true partnership among the Federal government and State and local communities in line with the New Federalism (see Chapter IV).

CHAPTER III
SUMMARY OF MAJOR FINDINGS

The positive accomplishments of the Youth Development and Delinquency Prevention Administration may be found in the body of the report. This summary of major findings is limited to those which point out limitations to problems which seriously affect the program of the Youth Development and Delinquency Prevention Administration as well as the overall governmental efforts in this area.

Experience gained in the administration of past juvenile delinquency, programs and the Juvenile Delinquency Prevention and Control Act, as well as the early tentative findings of this report, indicates a a variety of problems, the solution to which calls for a major change in the program emphasis and direction of the Youth Development and Delinquency Prevention Administration.

a. There is little coherent national planning or established priority structure among the major programs dealing with the problems of youth development and delinquency prevention.

b. There is a strong indication that although bits and pieces of the Federal response to the problems of youth and delinquency may be achieving their discrete objectives, the whole, in terms of the overall effectiveness of Federal efforts, may be less than the sum of its parts.

c. There is a lack of effective national leadership dealing with all youth including delinquents. The present array of programs demonstrate the lack of priorities, emphasis and direction in the Federal Government's efforts to combat delinquency (see Chapter VIII).

d. Although there is a lack of resources devoted to delinquency prevention, in many cases grantees have not made maximum use of existing resources (See Chapter VII).

e. Grantees have not sufficiently coordinated either the development or implementation of programs with State Planning Agencies. One factor is that there may have been many State Planning Agencies which were not ready for such coordination. Because data was frequently unavailable on the extent and nature of delinquency and on gaps in existing services, action projects were not linked with the development of the State comprehensive plan and/or were not directed to the most pressing state-wide delinquency problems (see Chapter VII).

f. State planning has been spasmodic and ineffective. This is due in large part to the fact that a sufficient theoretical knowledge base was lacking and only an extremely limited amount of technical assistance was forthcoming. For the same reasons, many of the projects submitted were of poor or limited quality.

g. There has been a noticeable lack of joint funding or use of other outside resources by grantees (see Chapter VII).

h. No model systems for the prevention of delinquency or the rehabilitation of delinquent youth have been developed or implemented. Nor has there been feedback of knowledge, gained from funded research, for use in the development of such systems.

i. Severe budget constraints negate the effective implementation of Title I (grants for planning, preventive and rehabilitative services) of the Juvenile Delinquency Prevention and Control Act of 1968.

In order to meet the shortcomings outlined above, a new national strategy is being developed and put into operation. Part of this national strategy calls for the extension and modification of the Juvenile Delinquency Prevention and Control Act of 1968 to provide for a new program emphasis and direction. It also calls for operational change in the delivery of services as well as possible changes in the present structuring of services. The general concepts underlying this strategy and the proposed program changes are discussed in the following chapter.

CHAPTER IV
A NEW NATIONAL PROGRAM STRATEGY

The first step in the development and implementation of the new program strategy involves the extension of the Juvenile Delinquency Prevention and Control Act of 1968 but in a considerably modified form. A number of the findings show a great need for the development of model systems, new techniques and practices, expanded program of technical assistance, and program information dissemination. In order to meet these needs, the programs under Title III of the Juvenile Delinquency Prevention and Control Act need to be extended and enlarged. This change in program direction also incorporates most of the specific program recommendations which were included in a Resolution adopted at the 1970 National Governors' Conference (see Appendix III).

This change in program direction and emphasis is logical, necessary, and desirable since the fact-finding, knowledge, and program development activities under Title III of the Juvenile Delinquency Prevention and Control Act of 1968 are vital for the effective use of Federal funds.

Although bloc grants will extend State and local programs standing alone, they will not necessarily improve such programs, nor do they provide the most effective method for the exercise of sound Federal leadership. The new program which is being proposed must exist for developing and testing new approaches, techniques and model systems, for seeking new knowledge about the development of delinquent behavior, and for transferring such findings into programs now being funded through various Federal grant programs. This approach, then, will have a profound quality impact upon all Federal funding related to the prevention, control and reduction of juvenile delinquency. It is not intended in any way, to supplant other existing programs. Research and the traditional demonstration programs must continue. The prime thrust of this new approach is to take the new knowledge gained or techniques developed in other programs and build such material into model systems for the prevention of delinquency or the rehabilitation of delinquent youth, which would be adapted to local use and as day to day operating programs. There is little evidence that the knowledge gained through research, fundamental and applied, funded by D/HEW has been fed back and utilized in program development and restructuring.

Clearly, a fresh look at the problem of delinquency is warranted, based on a reassessment of present public policies for dealing with youthful deviance and on the development of new linkages between an understanding of what causes such activities and what can be done about them in policy terms at the Federal, State and local levels. Although we need to continue to develop our body of knowledge about delinquency, much is already known. However, we are failing to put this knowledge to use in a systematic and fruitful manner. This failure, coupled with the concern throughout the country with the rising tide of delinquency, requires the immediate initiation of an action program to put present knowledge to work. The continued use of Federal funds to support research or ongoing substandard, outdated, State and local programs for the prevention of delinquency or rehabilitation of delinquent youth is unjustified.

In addition to the above purposes, the implementation of the new program strategy will have other effects on Federal delinquency programs. It will serve as a focal point involving all such programs in this area, and will require the input of the expertise of all agencies and departments. It will also promote the exchange of information and joint funding, all of which will contribute to greater coordination of the total Federal effort--a need pointed out by this report.

Although scattered efforts have been made to develop new techniques and practices and innovative programs, no effective method now exists by which such new approaches can be implanted in ongoing State and local programs. No system models have been developed for the guidance of State and local communities. Great emphasis will be placed on this activity in refocusing the present program.

The best summary statement available at this moment which has considerable potential for guiding the development of the new program approach to deal effectively with the problem addresses the question of why and under what conditions young people lead essentially law-abiding careers, **not** the question of why so many of them violate the law.

One widely accepted answer appears to be that most of the nation's youth avoid participating in patterned delinquent activities because they have been provided with ready access to socially acceptable, responsible, and personally gratifying social roles in the areas of family life, education, recreation, religion, and eventually marriage and work.

A second major insight into the question seems to rest in the fact that most young people, for a variety of reasons, successfully avoid the entrapment of being "labeled" as being out of step and as troublemakers by schools, the police, and courts, and therefore subsequently being committed to the care of various correctional agencies such as probation departments, training schools, and reformatories.

A third major reason appears to be that when such labels and commitments are avoided, the incidence of mutual rejection and alienation between young people and the representatives of the adult world are also avoided and, therefore, the often escalating and reciprocal processes of individual and group estrangement are not activated and accentuated.

These propositions furnish a basic perspective on the problem of delinquency by linking it firmly to specific types of failure on the part of specific social institutions as they seek to relate to young people, and, in turn, to the negative reactions of young people to such institutions when they find them wanting. It follows from that that the development of a viable national strategy for the prevention and reduction of delinquency to a large degree rests on the identification, assessment, and alteration of those features of institutional functioning that impede and obstruct a favorable course of youth development for all youths, particularly those whose social situation makes them most prone to the development of delinquent careers and to participation in collective forms of withdrawal and deviancy.

This new focus does not overlook direct work with individuals and the numerous factors which may contribute to the development of individual delinquent careers, such as the effect of unmet needs in early childhood, physical or emotional handicaps, or the effect of various forms of the media. But modification in institutional functioning is the spearhead of the new strategy and must be implemented by direct work with individuals.

In summary then, the prevention effort will be given priority and be directed at three program objectives. The first, modification in institutional functioning (family, schools, community agencies, juvenile correctional systems, etc.) which will facilitate their capacity to meet the needs of various disadvantaged groups and individuals. The second, diversion from the present juvenile justice and correctional system where possible and appropriate with community-based treatment provided outside of the system. The third, the use of methods which will tend to reduce or to minimize the effects or eliminate the instances conducive to group conflict. These three program objectives are interrelated.

Prevention is given priority since, in addition to the human factor in preventing delinquency careers, this report (Chapter VIII) shows preventive services are far less costly. Also, there is evidence that the juvenile justice and correction system often fails to correct. Through the less costly preventive emphasis and an approach which deals primarily with factors adversely affecting groups of children, it is reasonable to expect that a greater number of children can be reached earlier at less expense -- factors which must be considered in view of the ever-increasing extent of the problem.

Model systems for prevention, rehabilitation, as well as other youth development activities, will be established in four distinct social settings which may be identified as: the inner-city ghetto or slum area; the suburbs; rural areas; and college campuses.

In each of these social settings, the elements that obstruct youth development and operate to weaken the young person's link to the social order, as well as the type of events and situations that precipitate episodes of delinquent or destructive activity, combine in many different ways. In short, because each of these settings has unique features; no single type of program of intervention is likely to deal effectively with all.

Neither the patterns of delinquency nor their significance for the career of the person or the safety of the community are identical in each of these social settings. This, therefore, means that a variety of preventive and rehabilitative model systems will have to be developed and tested.

The implementation of this approach contemplates the establishment of four task forces which will be charged with the responsibility for developing model systems in the four social settings--inner-city, suburbia, rural, and campus. Projects will be funded and evaluated for model system value and impact. The task forces will have a high level of expertise and competence, including members of the major Federal agencies with programs in this area. Others will include national experts and university personnel. They will also have responsibility for developing and identifying models and sites in the four areas of action.

Once a project is funded, the task force members will continue as consultants to the project. They will advise, and be responsible to the Youth Development and Delinquency Prevention Administration in all aspects of their activities.

The new program approach will also emphasize technical assistance to State and local public, as well as, private agencies and organizations, particularly State and local planning bodies relating to the planning required under Section 203 (a) of the Omnibus Crime Control and Safe Streets Act of 1968.

Technical assistance will be provided in relation to all programmatic aspects of delinquency prevention and rehabilitation, including the establishment and operation of model systems. As part of the extended technical assistance, program guides and standards will also be developed and other informational activities extended.

Another essential objective of the new program strategy is coordination of the numerous Federal programs directly related to delinquency (see Chapter VIII). In the past, effective coordination of the total Federal effort has been sporadic and never fully attained.

Several activities in the developing program strategy are directed toward the attainment of this goal. These activities include:

a. participation by appropriate Federal agencies in task force activities;

b. dissemination of information activities to reduce duplication and provide a common base of knowledge;

c. promotion of joint funding;

d. greater use of intra- and inter-departmental expertise in the development of model systems, new techniques and practices, and the joint development of program guides and standards.

This national program is still evolving. The problems it is designed to correct are difficult. For example, the modification in institutional functioning presents an extremely complex problem and is likely to take a long time to achieve. How to eliminate the undesirable program duplication and the vested interests of agencies concerned only with their own sphere of authority and program also presents a perplexing problem. Nevertheless, a program to correct these problems and assist the States and local communities is a must if the Federal Government is to discharge its leadership role in this area.

The process of developing this national program strategy has included several group meetings held in different parts of the country. Those participating included representatives of other Federal agencies and departments, and other individuals, both from operating programs and universities — all of whom are nationally recognized for their expertise in this field, both in the areas of practice and planning. The individual backgrounds of the participants represented [illegible] disciplines, including sociology, the behavioral sciences, education, and the law.

CHAPTER V

A SUMMARY OF PROJECTS FUNDED BY THE YOUTH DEVELOPMENT AND DELINQUENCY PREVENTION ADMINISTRATION DURING FISCAL YEARS 1969 AND 1970

TITLE I – PLANNING, REHABILITATIVE AND PREVENTIVE SERVICES

TITLE I of the Act is divided into basically three parts:

Part A – Grants to States and Localities for Comprehensive Planning and Project Planning

Part B – Rehabilitative Services

Part C – Preventive Services

Comprehensive Planning Grants

Comprehensive juvenile delinquency planning, in which the States undertake a thorough evaluation of the delinquency problem, is a prerequisite to effecttive action programs. At the time of passage of the Act, it was evident that State and local governments did not have the capability to mobilize resources, develop comprehensive plans and programs, and coordinate the delivery of services to delinquent or predelinquent youth.

P.L. 90-445, TITLE I, Part A, offers States and communities the needed incentives to plan for a coordinated and comprehensive network of prevention and rehabilitation programs. By requiring States to undertake comprehensive delinquency planning, the Federal government can further insure that all resources are effectively allocated, and that programs are based on careful identification of need and the most efficient use of scarce resources.

Comprehensive juvenile delinquency planning can be divided into four categories: (1) data collection on juvenile delinquency and related youth problems; (2) assessment of existing State and local programs; (3) assigning priorities to service needs; (4) development of programs. (1) and (2) are commonly called PHASE I – Data Collection and Analysis; while (3) and (4) are referred to as PHASE II – Planning of Priorities and Projects.

An important aspect of comprehensive juvenile delinquency planning is the development of a State's capability to deal with delinquency and youth problems. States are developing a staff expertise that will be necessary not only for continuous planning, but also to effectively administer State grants under Sec. 131 of the Act once a comprehensive plan has been approved.

When the State plan has been submitted to and approved by the D/HEW under Sec. 131 of the Act, all assistance under TITLE I (Parts B and C) requested by local agencies must be funded under the bloc grant and received by the designated State agency responsible for the official plan.

Having developed the State plan for juvenile delinquency, the State Planning Agency becomes the administrator, overall planner, coordinator and evaluator of juvenile delinquency plans and programs throughout the State. The State Planning Agency is expected to use this role as leverage with other State and Federal agencies; make the most efficient and effective use of State funds allocated for delinquency and youth development activities; and assure strong commitments on the part of the State and its local governments for combatting delinquency and the solution of youth problems.

Coordination of State planning under the Juvenile Delinquency Prevention and Control Act of 1968 and the Omnibus Crime Control and Safe Streets Act of 1968 was announced early in 1969. The Attorney General and the Secretary of the D/HEW, in a joint letter to States, urged program coordination at all levels of government, both in planning and action efforts. The letter suggested a single State Planning Agency and policy board be appointed and encouraged the submission of a single State comprehensive plan, in order to avoid duplication.

50 of the 56 jurisdictions eligible under TITLE IA elected to lodge the planning functions of both the YDDPA and the LEAA in a single State agency. The remaining five States: Alabama, Colorado, Florida, New Jersey, Oklahoma--plus the District of Columbia, have established separate delinquency planing agencies.

Since most of the initial comprehensive planning grants were awarded during June, 1968, most States are now only finishing their first year of planning. Many others are just beginning to organize for planning. One State plan, Illinois, has been approved. An analysis of this plan and four draft preliminary State plans are included in Appendix I.

It is expected that 19 plans will be substantially completed and ready for submission during fiscal year 1971. Table 2 shows the status of State planning. As indicated in the Table, 20 additional States are expected to complete comprehensive planning during fiscal year 1971. A total of 39 States will have completed **PHASE I** data collection and analysis during fiscal year 1971. It is anticipated that all States will have developed their basic comprehensive plan by August, 1972.

TABLE 2
STATUS OF STATE PLANNING FOR JUVENILE DELINQUENCY

STATE	FY 69 GRANT AMOUNT	FY 70 GRANT AMOUNT	PHASE I DATA COLLECTION COMPLETED	PHASE II PLANNING COMPLETED	EXPECTED DATE OF COMPLETION OF COMPREHENSIVE PLAN
Alabama	$ 50,000	$ 50,000	11/70	04/71	04/71
Alaska		15,687	10/70	12/70	12/70
Arizona		NO PLANNING	APPLICATION	RECEIVED	
Arkansas		60,000	06/71	07/71	08/71
California	50,000	100,000	06/69	06/70	06/70
Colorado	50,000	65,000	11/68	08/70	08/70
Connecticut	37,000	67,926	11/70	11/71	12/71
Delaware	49,050	100,000	09/70	06/71	08/71
D.C.	50,000	100,000	06/70	09/70	09/70
Florida		15,650	12/69	06/70	09/70
Georgia		20,452	Not Known	Not Known	Not Known
Hawaii	50,000	50,000	02/71	06/71	03/71
Idaho	50,000	40,190	07/70	07/71	08/71
Illinois	50,000	100,000	06/69	12/69	01/70
Indiana	49,972		07/70	07/71	10/71
Iowa	50,000		06/70	01/71	07/71
Kansas	50,000	100,000	09/70	09/70	07/71
Kentucky	15,000	100,000	07/70	07/71	09/71
Louisiana		60,000	10/70	04/71	06/71
Maine	50,000	100,000	07/70	01/71	03/71
Maryland	50,000	49,849	10/71	12/71	02/72
Massachusetts		75,000	11/70	Not Known	Not Known
Michigan	49,588	98,025	04/70	10/70	12/70
Minnesota		50,000	10/70	11/70	01/71
Mississippi		30,000	01/71	01/72	03/72
Missouri		87,473	10/70	06/71	08/71

TABLE 2

STATUS OF STATE PLANNING FOR JUVENILE DELINQUENCY

STATE	FY 69 GRANT AMOUNT	FY 69 GRANT AMOUNT	PHASE I DATA COLLECTION COMPLETED	PHASE II PLANNING COMPLETED	EXPECTED DATE OF COMPLETION OF COMPREHENSIVE PLAN
Montana		50,000	06/70	07/71	10/71
Nebraska	50,000	50,000	06/71	06/71	12/71
Nevada		50,000	10/70	Not Known	Not Known
New Hampshire	50,000	72,500	06/70	10/70	03/71
New Jersey	50,000	94,069	09/70	04/71	07/71
New Mexico	50,000		06/70	06/72	07/72
New York		100,000	12/70	03/71	03/71
North Carolina	50,000	100,000	07/71	10/71	12/71
North Dakota		40,477	02/71	02/71	04/71
Ohio	50,000	100,000	09/70	09/70	07/71
Oklahoma	50,000	40,267	09/70	09/70	07/71
Oregon	49,445	50,000	09/70	07/71	09/71
Pennsylvania	50,000	60,000	07/71	07/72	07/73
Rhode Island		NO PLANNING APPLICATION RECEIVED			
South Carolina		28,900	12/71	06/72	06/72
South Dakota	29,586		10/71	07/71	04/71
Tennessee		55,000	06/71	06/72	06/73
Texas		NO PLANNING APPLICATION RECEIVED			
Utah		49,530	06/70	05/71	07/71
Vermont	50,000		07/70	07/71	09/71
Virginia	50,000		07/70	07/71	09/71
Washington	100,000	100,000	03/70	04/71	07/71
West Virginia	25,000		07/70	07/71	10/71
Wisconsin	50,000	59,050	06/70	06/70	09/70
Wyoming	23,590	12,600	07/70	11/70	12/70
Puerto Rico	50,000	96,694	06/70	07/71	12/71
Mariana Islands	12,500		Not Known	Not Known	Not Known
Virgin Islands	12,500	25,000	07/70	07/71	09/71

Administration of Funds (Planning)

For fiscal year 1969, the appropriation under TITLE I, Part A, limited the amount available to each State, the District of Columbia, and Puerto Rico to $50,000. The territories were limited to $12,500 each. For fiscal year 1970, appropriation limits were raised to $100,000 and $25,000, respectively.

In fiscal year 1969, 37 States received TITLE I grants totalling $1,573,094 for the preparation of comprehensive juvenile delinquency plans. The major objecttive during fiscal year 1970 was to award comprehensive juvenile delinquency planning grants to all the remaining eligible State and territorial jurisdictions. Fourteen additional States did, in fact, receive grants. Thus, during fiscal years 1969 and 1970, 51 States and territories began comprehensive planning for juvenile delinquency.

In fiscal year 1970, grants awarded for the preparation of comprehensive juvenile delinquency plans totalled $3,073,658.

Project Planning

Funds may also be provided under TITLE I for project planning grants to State and local agencies. Federal support is provided for 90% of the costs. The program enables States and localities to plan innovative projects and activities, and may be used not only for initial planning but also for revisions in the original planning. After completion of planning, the proposed project may be funded under other provisions of TITLE I of the Act. In fiscal year 1970, eight project planning grants were awarded totalling $184,371.

At the local and county level, as well as the State level, there are great variations in planning structures and expertise. Very few municipalities and metropolitan areas have developed effective networks among law enforcement agencies, courts, and correctional agencies, and the educational, employment, and health and welfare resources that relate to the problems of delinquency. Project planning grants are an attempt to aid the coordination of public and private programs.

Rehabilitation Services Grants

Under TITLE I of the Act, Part B, grants may be provided to encourage the maximum use of State and community rehabilitation services for diagnosis, treatment, and rehabilitation of delinquent youth and youth in danger of becoming delinquent. Through these grants, it is hoped to provide a greater range of alternatives to traditional forms of incarceration; to encourage the development of new facilities closely linked to the community; and to support the establishment of new types of community agencies for dealing non-judicially with delinquent youth.

Rehabilitative services grants are to be used to develop, improve and encourage full use of State and community rehabilitation services for delinquent and predelinquent youth. These grants can be utilized by States to coordinate resources from other State and local agencies for concentrated and comprehensive rehabilitation projects, as well as to demonstrate the benefits of such concentration of resources for testing new designs and new methods of care and treatment. Particular attention will be paid to community-based resident facilities in these projects.

Projects funded under this section of the Act include: new juvenile court procedures that reduce the length of time between apprehension of the juvenile offender, court hearing, and disposition; decentralization of probation and parole services to Youth Service Centers; provision of alternatives to commitment such as small group homes; supportive services and counseling to adjudicated youth; and use of ex-delinquents in operation of local programs.

The Sea Pilot Cadet Program conducted by the Pinellas County Juvenile Court, St. Petersburg, Florida, is a good example of a rehabilitative service grant for a community-based project utilizing a free and abundant resource--the ocean.

> The program serves 20 boys, aged 13 to 15, who have been referred to the Pinellas County Juvenile Court and whose social investigations reveal patterns of truancy and/or behavioral problems in school. The non-residential program is based on the belief that education must be perceived by students as immediately relevant and useful; that young men often turn to delinquency to fulfill their need for self-respect, confidence, and security; and that the traditional means of fulfilling these needs -- the school, family, youth programs, church -- frequently not only lack adventure, flair, and fun but also any meaningful relation to their lives.
>
> The program combines a vocational program in seamanship, individualized remedial education related to the vocational instruction and designed to provide immediate success, group counseling, and casework

> services. The boys receive a full year's school credit and are also released from probation and the jurisdiction of the court for their participation in the program. An indication of local support for the program is the fact that funds from local contributions have far exceeded the required matching share in both fiscal years 1969 and 1970.

Administration of Funds (Rehabilitation)

In fiscal year 1969, nine rehabilitative service projects were funded totalling $245,941. In 1970, 26 projects, totalling $1,099,916, were supported. The projects emphasized improved institutional treatment, improved probation and parole practices, and problems of alienated youth. Funds were also earmarked for local Model Cities projects. Overall priority in fiscal years 1969 and 1970 was given to projects that provided alternatives to traditional juvenile corrections services.

Rehabilitation services grants served at least 244 youth in fiscal year 1969 and 1,970 in fiscal year 1970, for a total of 2,214. These figures are based on information from 34 of the 35 grants funded.

Preventive Services Grants

The President's Commission on Law Enforcement and the Administration of Justice noted that community response to problem youth have been far from adequate. The problem of youth in twentieth century American Society is persistent and complex, encompassing related problems of affluence, alienation, and rebellion. It has also become increasingly apparent that traditional programs which offer rehabilitative services within the framework of overburdened judicial and rehabilitative systems and focus on youth who have already come into contact with law enforcement and the judicial process, have not provided suitable solutions to the problems of delinquency.

Recent crime and delinquency studies point to the need to reach out to young people with services which offer them alternatives to delinquent behavior -- programs to channel their energies into constructive, rather than destructive, activities.

Under TITLE I, Part C of the Act, assistance is provided for new kinds of community-based services for young people in danger of becoming delinquent. These include youth services bureaus, residential and non-residential centers, and cultural and social enrichment programs and activities.

The two projects described below are good illustrations of the types of activities carried out under preventive services grants.

A project of the Institute of Social Science Research, University of Montana, has successfully involved youth and adults in establishing a youth and community involvement project.

> The Montana project was based on the principle that young people need to help develop their own educational programs, and that they need a non-punitive situation in which to test their feelings and behavior patterns.
>
> First, an unstructured encounter group of selected pre-delinquent and alienated youth was organized. Adults became so interested in the project that it grew from five groups of adult-led "pre-delinquents" to 35 mixed groups. All were amazed at the degree of communication and level of understanding that was reached.
>
> The activities and interests of the different groups reflected the needs widely felt in the community. One group became interested in ecology and organized a clean-up in the parks. Another set up a Crisis-Call Switchboard for troubled youth. Still others led a losing battle for curriculum reform in their high school.

The second project, in Massachusetts, is a variation of the Youth Services Bureau model endorsed by the President's Commission on Law Enforcement and the Administration of Justice.

> The Governor's Public Safety Committee in Massachusetts has developed a Youth Services Bureau emphasizing mental health and social services for referred youth. The Bureau, which serves two communities, has a mental health oriented staff and involves young people in policy decisions and program development. Youth are referred to the Center by police, schools, courts, and parents.
>
> For each young person referred, the Bureau does a complete diagnostic examination, after which the youth is usually referred to a particular program or agency in the community for specialized treatment. Each young person referred from the Bureau is

followed by the community specialists to insure that he or she has received the treatment or services recommended.

Administration of Funds (Prevention)

In fiscal year 1969, 18 preventive service projects were funded totalling $450,425. In fiscal year 1970, 61 projects were funded totalling $2,941,087. Preventive services grants served 6,959 youth in fiscal year 1969 and 14,716 youth in fiscal year 1970. This does not include one grant to Newark, New Jersey which was intended to serve the entire model neighborhood population of 10–12,000. The total of 21,675 youth served is based on information from 74 of the 79 grants funded.

Table 3 lists grants made under TITLE I for fiscal years 1969 and 1970 by type of grant, distribution and fund amount.

TABLE 3

AMOUNTS OF FUNDS SPENT BY TYPE OF PROGRAM IN FISCAL YEARS 1969 AND 1970

TYPE OF GRANT	FISCAL YEAR	NUMBER OF GRANTS	AVERAGE AMOUNT OF EACH GRANT	TOTAL AMOUNT OF GRANTS
TITLE I				
State Planning	1969	37	$ 43,000	$ 1,573,094
	1970	57	54,000	3,073,658
Project Planning	1969	––	––	––
	1970	8	23,000	184,371
Rehabilitation	1969	9	27,000	245,941
	1970	26	42,000	1,099,916
Construction	1969	––	––	––
	1970	––	––	––
Prevention	1969	18	25,000	450,425
	1970	61	48,000	2,941,087
TOTALS	1969	64	$ 35,460	$ 2,269,460
	1970	152	42,000	7,299,0[illegible]2

TITLE II –– TRAINING

The purpose of this Title is to provide training for persons presently working in fields related to the diagnosis, treatment, or rehabilitation of delinquent or pre-delinquent youth, as well as, those preparing to enter this work. It also includes support for the counseling or instruction of parents to improve parental supervision of youth.

Assistance may be provided for training court volunteers, para-professionals, and youth themselves, as additional manpower resources in combatting juvenile delinquency.

While there are a number of other programs providing training in delinquency prevention and rehabilitation, the type of training supported by the YDDPA is one of the few major national efforts devoted to the creation of manpower resources for the sole purpose of combatting juvenile delinquency.

The final report of the Correctional Rehabilitation Study Act's Joint Commission on Correctional Manpower and Training reveals a number of deterents to the development of effective training programs and adequate use of resources in the field of juvenile corrections. Among the Commission's findings were:

- A lack of manpower development programs in the correctional field, and failure to upgrade correctional services.
- Young people are missing from the correctional employment scene. Only 26 percent of all correctional employees are under 34 years of age, "a statistic that is particularly disconcerting in view of the fact that juveniles make up about one-third of the total correctional workload and are being referred

to correctional agencies at a greater rate than adults".

Among the Commission's conclusions:

— Specialists, as well as offenders themselves, should have a greater voice in program design and day-to-day operations. Whenever possible offenders should be encouraged to participate more actively in correctional programs and to make choices relating to their reintegration into normal community life. Correctional efforts should move increasingly toward a community orientation, wherein the contributions of various kinds of specialists can be maximized.

— Corrections has been shifting away from treatment of the offender in isolation from his social environment toward efforts that seek to engage society and social institutions. There are many indications that corrections is beginning to recognize that society — its institutions, communities, and neighborhoods — is a powerful force in the perpetuation of criminal and delinquent behavior.

— "To be concerned about the incidence of crime is not enough. Its effective control must increasingly become a matter of active interest to broader segments of society. Little will be accomplished by increasing agency budgets and staffs without simultaneously providing the means for changing community attitudes toward offenders. The whole community and its social institutions must become involved in re-shaping correctional rehabilitative methods" [9]

The conclusions and findings of the Joint Commission point clearly to the need for improvement in institutional practices; utilization of community-based programs; greater youth participation; improved recruitment of young people into the juvenile corrections field; and the need for manpower development programs.

The objectives of the YDDPA are consonant with the findings and conclusions of the Joint Commission.

In addition, the Federal program is committed to the development of training programs for personnel engaged in delinquency prevention programs, and particularly to training persons who are preparing for careers of service to delinquent or pre-delinquent youth.

Training priorities under Title II include:

1. Training for persons preparing for new careers of service to delinquent youth.
2. Continuing in-service training for persons employed in agency programs serving delinquent youth or dealing with delinquents.
3. Development of youth leadership programs.
4. Development of inter-disciplinary approaches to the training of persons employed or seeking careers, in the diagnosis, treatment, rehabilitation, or prevention of delinquency.
5. Development of short-term training capabilities.
6. Development of curricula for the education and training of persons working in delinquency activities.

In fiscal year 1969, a total of $1,630,532 was obligated for 50 projects to support activities under TITLE II. In fiscal year 1970, a total of $1,610,375 was obligated for support of 48 projects. A total of 12,204 persons were trained over the two year period by those grants for which information was available.

Charts showing further breakdowns of TITLE II programs will be found at the end of this section.

Title II Training Programs are divided into three basic categories:

1. Short-term training
2. Curriculum Development
3. Traineeships

TABLE 4

AMOUNTS OF FUNDS SPENT BY TYPES OF PROGRAM IN FISCAL YEARS 1969 AND 1970

TITLE II	FISCAL YEAR	NUMBER OF GRANTS	AVERAGE AMOUNT OF EACH GRANT	TOTAL AMOUNT OF GRANTS
Curriculum Development	1969	6	41,000	248,544
	1970	6	32,000	190,799
Short-term Training	1969	43	32,000	1,356,979
	1970	39	32,000	1,260,731
Traineeships	1969	1	25,000	25,000
	1970	3	53,000	158,845
TOTALS	1969	50	32,610	1,630,523
	1970	48	33,550	1,610,375

Short-term Training

Short-term training under TITLE II is provided in workshops, institutes, and seminars.

The purposes of such training are to update the knowledge of both professionals and non-professionals and to provide career training for non-professionals. Training is provided to law enforcement, probation and parole, court, detention, and residential treatment home personnel to increase their understanding of delinquency and to assist in the development of new techniques and practices in the field. Neighborhood residents are trained to serve as volunteers and/or paid sub-professionals in delinquency prevention and rehabilitation projects. Training projects for youth and parents for involvement in the development, planning, and implementation of prevention and rehabilitation programs are also eligible to be funded.

Short-term training is also related to other activities funded under the Act -- the development of curriculum materials, new techniques in prevention and rehabilitation, and comprehensive State juvenile delinquency planning. Short-term training provides one of the best methods of familarizing personnel working in delinquency with the latest developments in the field.

Abstracts of four short-term training projects are included here:

1. A unique training program in Scottsdale, Arizona has created a new career in youth and delinquency programming and trained six young Indians to assume crucial roles as para-professional youth behavioral consultants.

   Combining workshops with extensive field work, the Southwestern Behavioral Training Center developed a curriculum to help trainees lead discussion groups, counsel, evaluate cases and perform liason activities. The program also follows up on the trainees' performances as liasons with 20 reservations, four urban areas, and a rehabilitative program at the Mt. Lemmon Indian Youth Center, outside Tucson, Arizona.

   An additional benefit of the program is the involvement of a large number of the community agencies such as family services centers, juvenile courts, probation offices, and the area's industrial training school.

2. The National Court Volunteer Training Project, headquartered in Boulder, Colorado, provides training to professional probation staff in procedures for the effective training and management of volunteer probation workers. The project conducted a National Court

Volunteer Management Conference, and has assumed an active role in the planning and operation of five major regional institutes. Additionally, the project is developing a curriculum series, concerned with such issues as the management of court volunteer programs and the relationships between professional and non-professional workers. The completed reports in the series have been distributed at the rate of two to three thousand copies per month

Most court volunteers in existing programs serve as probation officers, although some also contribute to the administrative, medical and clerical operations of the court. The latest research shows that this not only greatly decreases both juvenile case probation officer ratios, but reduces the population of State corrections facilities. Juvenile court judges, if their courts have the probation manpower to accomodate them, are much more willing to release young people to community-based probation than commit them to State Training Schools.

3. The International Association of Chiefs of Police (IACP) conducted a survey of the juvenile operation of police departments. On the basis of survey responses the IACP completed seven workshops around the country which emphasized information exchange and evaluation of the juvenile guidelines of the IACP. As a result of these workshops a new, updated manual, **Juvenile Delinquency and Youth Crime: The Police Role**, will soon be published. The new manual not only includes a revised set of juvenile affairs guidelines but also a detailed treatment of campus law enforcement. Such issues as police responsibility and attitudes, use of weapons, action priorities, and administrative decision are all covered in the updated publication.

4. The National Board of the Young Women's Christian Association (YWCA) began the Youth Workers Team Learning Project in the summer of 1969 to train new personnel for their local programs, and, more significantly, to focus YWCA's activities and resources on the problems of delinquent and predelinquent female youth. The YWCA project involved approximately 33 local YWCA's in 86 training programs. It is estimated that approximately 26 trainers, 1,322 professionals, 30 paraprofessionals, 670 volunteers, and 97 teenage youth received specialized training under this program.

The local programs developed, and the planning processes used, promise positive residual effects. Many programs established contacts with State Planning Agencies, established cooperative relationships with local juvenile justice systems, and elicted resource commitments for a variety of community organizations. Numerous projects were also established with funds from other sources.

Parents, volunteers and other youth, as well as the YWCA membership, were drawn into planning and active participation.

Finally, substantial progress was made in dealing with the practical problems of identifying the incidence, the characteristics and roles of females in delinquency, and delinquency endangerment.

Administration of Funds (Short-Term Training)

For fiscal year 1969, 43 projects totalling $1,356,979 were supported under short-term training. In fiscal year 1970, 39 projects totalling $1,260,731 were supported under short-term training. A total of 11,407 persons received short-term training in fiscal years 1969 and 1970, (based on information obtained from 68 of the 82 grants funded). Further breakdowns of TITLE II programs are presented in charts 5 through 12 at the end of this section.

Curriculum Development

Grants for curriculum development stimulate the creation of usable and relevant training material dealing with juvenile delinquency. Much of the material developed previously was either too general or too academic. These new materials are used to fill gaps in present knowledge and to stimulate experimentation with new designs and new approaches to training.

A variety of new materials has been produced, including training manuals, syllabi, guidelines for designing programs for youth, reference books, and visual aids.

> A youth involvement project in a high school in Eugene, Oregon developed a student-run guidance and placement center. A "pass/no pass" system, mini classes, and organized discussions have also been introduced. All of these changes were the result of students working **through** teachers.
>
> Based on the premise that rising rates of juvenile delinquency in the county are related to the way local high schools operate, the high school undertook the following:
>
> - to train a staff of five senior graduate students as youth participation specialists;
> - to work directly with teachers to help them better understand the school and community;
> - to document the relationship between the school and the overall behavior and attitudes of its students;
> - to develop a cooperative relationship between the University of Oregon and the high school.
>
> The project will provide manuals describing the high school experience for use by other high schools. Seminars led by the involved teachers will also be organized.

Administration of Funds (Curriculum Development)

For fiscal year 1969, six projects were funded under TITLE II dealing with curriculum development totaling $248,544. Six more projects were funded in fiscal year 1970 totalling $190,799.

A total of 589 persons were trained, an average of 65 persons per grant (based on information obtained from 10 of the 12 curriculum development grants funded). Charts 5 through 12 at the end of this section provide further breakdowns of TITLE II programs.

Traineeships

Support to provide career personnel has not been available in any meaningful quantity even though agency heads and administrators have strongly expressed the need for such training support. Support is necessary in order to develop the qualified manpower needs in the field of juvenile delinquency.

It is expected that additional traineeship grants under this Act will play an important and necessary role as existing organizations, such as the International Association of Chiefs of Police, National Council on Crime and Delinquency, State Training Centers, and others begin to implement action programs and evaluate results on experimental programs.

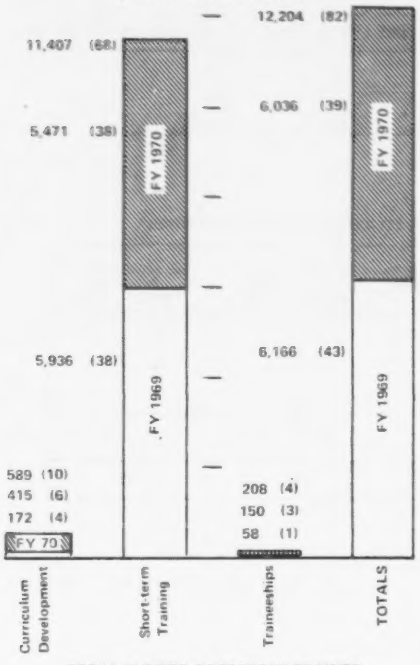
> The only traineeship project funded in fiscal year 1969 sent approximately 70 Sam Houston State University, Huntsville, Texas student interns to summer field work posts in a wide variety of 31 social services or correctional agencies throughout Texas. The students gained practical knowledge of agency structure, programs and function, existing and needed community services. Through their training on the project, the students were expected to:
>
> - develop an awareness of professional role expectations within the framework of administrative authority.
> - recognize and accept their agencies' realistic limitations;
> - recognize and accept the complexity of individual and social problems; and
> - reject simplistic answers to complex problems.

Administration of Funds (Traineeships)

In fiscal year 1969, one project was funded for $25,000. In fiscal year 1970, three projects were funded totalling $158,845. Traineeships served 208 persons during the two year period.

TABLE 5

Total Number of Persons Trained in TITLE II Programs
(Fiscal Years 1969–1970)



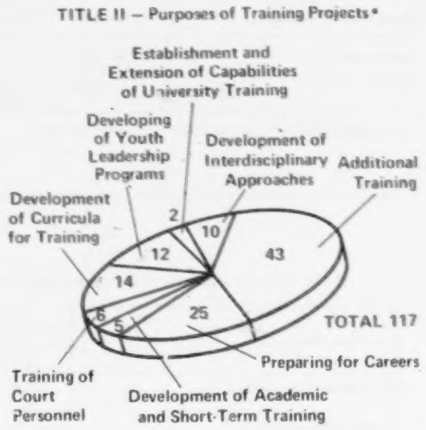
TOTAL NUMBER OF PERSONS TRAINED
(Number of Grants)

Summary Information

These charts provide further information on TITLE II programs. As they are necessarily based on the grants from which information could be obtained, the totals will not always equal the number of TITLE II programs funded in fiscal years 1969 and 1970.

TABLE 6

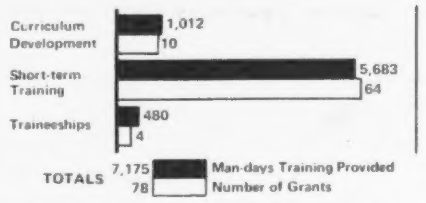
TITLE II – Purposes of Training Projects*



*Grants were classified in more than one category.

TABLE 7 **TITLE II**

Man-Days of Training Provided*
(fiscal years 1969 & 1970)



*Based only on grants for which information was available.

TABLE 8

TYPES OF PROGRAMS COMPARED TO THE ROLES OF YOUTH FOR TITLE II GRANTS *

TYPE OF PROGRAM	ROLE OF YOUTH											
	TRAINERS			STAFF			ADVISORS			RECIPIENTS		
TITLE II	FY69	FY70	Total	FY69	FY70	Total	FY69	FY70	Total	FY69	FY70	Total
Curriculum Development	1	1	2				2	2	4			
Short-term Training	9	9	18	2	6	8	6	6	12	4	4	8
Traineeships	1	3	4								2	2
TOTALS	24			8			16			10		

*Grants in some cases had more than one role for youth

TABLE 9

TITLE II: TOTAL NUMBER OF PERSONS TRAINED BY PROGRAM CATEGORY COMPARED TO THE METHOD OF TRAINING USED* (Number of Grants in Brackets)

TYPE OF PROGRAM	TRAINING METHOD					
	Lecture	Discussions	Workshop	Seminars	Fieldwork	Other
Curriculum Development	387 (9)	347 (5)	130 (4)	240 (4)	157 (4)	
Short-term Training	4555 (36)	2785 (27)	4890 (41)	1298 (14)	1260 (16)	15 (1)
Traineeship	145 (2)		75 (1)		208 (4)	5 (1)
TOTALS	5187 (47)	3132 (32)	5095 (46)	1538 (18)	1625 (24)	20 (2)

*More than one training method was used in some grants.

TABLE 10

TITLE II GRANTS: TYPE OF PROGRAM COMPARED TO JOB PLACEMENT PROCEDURES*

TYPE OF PROGRAM	Trainees Already Employed (In-service Training)		Assistance Given In Job Placement		No Job Placement Procedures	
	FY69	FY70	FY69	FY70	FY69	FY70
Curriculum Development	3	3	1	1	2	2
Short-term Training	28	23	7	6	5	4
Traineeships		1		1	1	1
TOTALS BY FISCAL YEAR	31	27	8	8	8	7
GRAND TOTALS	58		16		15	

*Based only on grants for which information was available.

TABLE 11

TITLE II

TYPE OF PROGRAM BY TYPE OF CURRICULUM DEVELOPED

TYPE OF PROGRAM	TYPE OF CURRICULUM DEVELOPED									
	Film		Manuals		Materials		Documents		Other	
	FY69	FY70	FY69	FY70	FY69	FY70	FY69	FY70	FY69	FY70
Curriculum Development	1	–	2	1	5	4	–	–	–	1
Short-Term Training	9	8	7	8	33	30	1	–	2	2
Traineeships	–	–	1	1	1	3	–	–	–	–
TOTALS	18		20		76		1		4	

*Grants in some cases used more than one type of curriculum.

TABLE 12

NUMBER OF TITLE II GRANTS, BY PURPOSE, AND AMOUNT

OF MONEY COMPARED TO PROGRAM CATEGORY (FOR FISCAL YEARS 1969 AND 1970)

PURPOSE OF TRAINING	TYPE OF PROGRAM Curriculum Development	Short-term Training	Traineeships	Totals
Training of Court Personnel		$ 326 (6)		$ 326 (6)
Establishment & Extension of Capabilities of Univ. Trning. Ctrs.	$ 50 (2)			50 (2)
Development of Curriculum for Training	50 (2)	1559 (12)		1609 (14)
Development of Inter-disciplinary Approaches	180 (2)	654 (8)		834 (10)
Development of Academic & Short-term Training Capabilities	147 (3)	71 (2)		218 (5)
Development of Youth Leadership Programs	207 (3)	717 (9)		924 (12)
Preparing for Careers	162 (4)	2048 (17)	$ 208 (4)	4218 (25)
Additional Training	270 (4)	4233 (39)		4503 (43)

TITLE III

The following activities are carried out under TITLE III.

1. Improved Techniques and Practices
2. Technical Assistance
3. President's Commission on the Causes and Prevention of Violence
4. Dissemination of Information

Improved Techniques and Practices

This section of the statute authorizes grant assistance for development of improved techniques and practices which give promise of contributing to the prevention of delinquency. New techniques and practices grants are required to have a strong and effective evaluation component which will be utilized in funding new grants under other programs authorized by the Act.

Although limited in number, these grants have a larger potential than many other activities being undertaken by the Federal government. The new techniques and practices grants serve as models and knowledge gained from them can be utilized by all agencies and individuals engaged in youth development and delinquency prevention. Significant youth participation is included in all TITLE III projects.

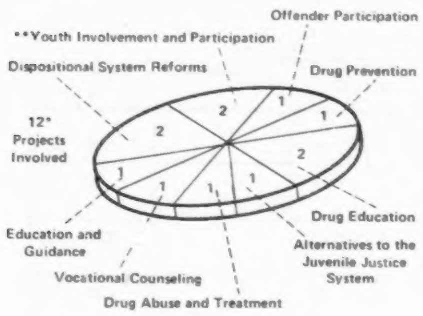
Administration of Funds
(Improved Techniques and Practices)

No model programs were funded in fiscal year 1969. In fiscal year 1970, nine grants totalling $425,000 were funded.

A list of new techniques and practices programs funded during fiscal year 1970, with the name of the applicant agency, description of project, and amount of grant is included in Appendix 1.

TABLE 13

TITLE III MODEL PROGRAMS SUBJECT AREAS*

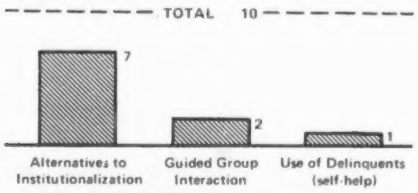


*Some grants cover more than one area.

**While all grants included youth involvement, these projects emphasized this as their major focus.

TABLE 14

TITLE III – MODEL PROGRAMS* METHODOLOGIES



*One project was classified into two categories.

Technical Assistance

Under TITLE III of the Act, grants may be awarded to provide expert assistance to State, local, or other public or private non-profit agencies or organizations. This assistance can be either direct, or by grants or contracts.

The YDDPA established six university-based centers during fiscal year 1969 to provide technical assistance and expertise in the planning, development, operation, and evaluation of programs and projects dealing with youth development and delinquency prevention.

University based centers can supplement their expertise by employing specialists from university staffs.

Requests for technical assistance are made through the regional offices of D/HEW and transmitted to the university technical assistance center.

Center for Criminal Justice, Boston University, Boston:
Maine, New Hampshire, Vermont, Massachusetts, Connecticut, Rhode Island.

Department of Sociology and Anthopology, Fordham University, New York City:
Delaware, New Jersey, New York, Pennsylvania, Kentucky, Maryland, North Carolina, Virginia, West Virginia, District of Columbia, Puerto Rico, Virgin Islands.

School of Criminology, Florida State University, Tallahassee:
Florida, Alabama, Georgia, Mississippi, South Carolina, Tennessee.

Center for the Study of Crime, Delinquency, and Corrections, Southern Illinois University, Edwardsville:
Illinois, Indiana, Michigan, Ohio, Wisconsin, Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, South Dakota.

Department of Sociology, University of Colorado, Boulder:
Arkansas, Louisiana, New Mexico, Oklahoma, Texas, Colorado, Idaho, Montana, Utah, Wyoming.

Public Systems Research Institute, University of Southern California, Los Angeles:
Alaska, Arizona, California, Hawaii, Nevada, Oregon, Washington, Guam, American Samoa.

During fiscal year 1969, priority was given to requests for assistance from public organizations developing projects under the Act, and under the juvenile delinquency component of the Omnibus Crime and Safe Streets Act of 1968. During fiscal year 1970, priority was given to the provision of technical assistance to State Planning Agencies and to new techniques and practices programs under TITLE III of this Act.

Special Technical Assistance

During fiscal year 1969, three grants for special technical assistance were awarded to national organizations: National Council on Crime and Delinquency; National Board of YMCA's; and New Careers Develment Corporation. Nine special technical assistance grants were made in fiscal year 1970.

The 1969 grants provide technical assistance to States and local communities in such areas as the development of new participation roles for youth in prevention programs, development of new careers, and more effective utilization of local community service organizations.

Priority during fiscal year 1969 was given to projects which served to link State Planning Agencies with disadvantaged communities to assure that plans and programs would be realistic. Grantees were asked to develop models of youth roles that would include: youth participation in planning agencies' boards and task forces, and development of models for new careers for youth.

Administration of Funds (Technical Assistance)

In fiscal year 1969, a total of nine technical assistance grants were awarded in the amount of $228,000. In fiscal year 1970, 14 technical assistance grants totaling $266,310, were awarded.

TABLE 15

AMOUNTS OF FUNDS SPENT BY TYPE OF PROGRAM IN FISCAL YEARS 1969 AND 1970 (TITLE III)

	Fiscal Year	Number of Grants	Average Amount of Each Grant	Total Amount of Grants
Model Programs	1969	--	$ --	
	1970	9	47,000	$ 425,000
Technical Assistance	1969	9	25,000	228,000
	1970	14	19,000	266,310
TOTALS	1969	9	$ 25,000	$ 228,000
	1970	23	30,000	691,310

President's Commission on the Causes and Prevention of Violence

During fiscal year 1969, $650,000 was allocated under TITLE III for support of the President's Commission on the Causes and Prevention of Violence. During fiscal year 1970, $100,000 was allocated to the Commission to help complete its study.

The Commission was created by Executive order dated June 6, 1968; and charged with investigating and making recommendations with respect to: (1) the causes and prevention of lawless acts of violence in our society, including assassination, murder and assault; (2) disrespect for law and order and for public officials, violent disruptions of public order by individuals and groups; and (3) such other matters as the President placed before the Commission. The final report of the Commission was transmitted to the President on December 10, 1969. The report was based on research by 200 leading scholars, during 18 months of hearings and conferences.

The Commission report stated:

> "Our youth account for an ever increasing percentage of crime -- greater than their increasing percentage of population. Arrest rates for violent urban crime are two to three times higher among youth aged 15 to 24 than among older groups in the urban population. The cutting edge of protest, and the violence which has sometimes accompanied it, has been done largely by the young in the streets and on the campuses. In cities experiencing ghetto riots, more than half of the persons arrested were teenagers and young adults". 10

The Commission Report further noted that the high ideals, tremendous energy, impatience and lack of constructive means for effecting change has led some of today's youth into disruptive and, at times, violent tactics for translating ideals into reality. The report pointed out that in our inner-city areas the institutions intended to serve youth have not done so, that other institutions such as family and church have not played the traditional roles, and that youth have few opportunities for constructive activity.

The report noted that this nation cannot afford to ignore unlawful behavior, but at the same time it cannot afford to ignore legitimate needs and desires of the young. "Law enforcement must go hand in hand with timely and constructive remedial action . . . whether in the inner-city, in a suburb, or on a college campus, today's youth must be given a greater role in determining their own destiny and in shaping the future course of the society in which they live". 11

The Commission recommended that:

> "We urge the President, the Congress, and the Federal agencies that normally provide funding for youth programs - notably the Office of Economic Opportunity, the Department of Labor, and the Department of Health, Education and Welfare - to take the risks involved in support of additional innovative programs of opportunity for inner-city youth". 12

The Commission stressed the need for involving young people in the planning and carrying out of useful social projects. As the Commission said: "In our view, the lack of such alternatives has contributed to the spread of young life-styles which depend on drugs or which stress hustling, vandalism, robbery and even murder". 13

The Commission concluded with the following analysis:

> "The older generation is faced with the challenge of making available to young people adequate opportunities to participate meaningfully in coping with society's problems, and thus facilitating individual emotional growth and maturity. All too often the society -- the parents, school and university administrators, law enforcement personnel, community leaders -- become identified in the eyes of youth with obstruction and repression, inflexibily protecting the status quo against the 'onslaught' of youth".
>
> "There are many things each citizen can do to help resolve these problems. The challenge will not be met by new laws alone, or new programs directed to work with problem youth. Each citizen has a responsibility to participate -- indeed, only as there is an increasing commitment on the part of all citizens toward understanding the problems of one another can we expect violence to diminish". 14

Dissemination of Information

Several major information projects were launched in 1969. Included was the establishment of a national monthly newsletter, "Delinquency Prevention Reporter", and a new publication, "Delinquency Today: "A Guide for Community Action". The "Delinquency Prevention Reporter" is designed as a major medium for disseminating information on delinquency prevention and youth development programs and activities.

The YDDPA also produced a series of six public service radio spot announcements on delinquency for distribution to the nation's 5,000 AM and FM radio stations.

In addition to the three films on juvenile delinquency produced in recent years, the filming of a new documentary dealing with suburban youth problems was initiated in 1969. Categorical publications produced during the year included two dealing with the use of volunteers entitled, "Using Volunteers in Court Settings" and "Volunteer Programs in Courts". New training publications included, "The Crisis of Qualified Manpower in Criminal Justice" and "Education and Training for Criminal Justice". Finally, a booklet describing the highlights of the Juvenile Delinquency and Control Act of 1968 entitled "America's Best Hope" was also produced.

Other publications included, "Legal Bibliography for Juvenile and Family Courts, Supplement 3, 1969", "Statistics on Public Institutions for Delinquent Children", "Juvenile Court Statistics", "Youth Involvement" and two reprints, "Why Children are in Jail and How to Keep Them Out", and "Youth as Advisors to Adults". The YDDPA produced an exhibit for display at national conferences entitled, "There Is a Better Way". The exhibit stresses the preventive and rehabilitative aspects of the new legislation.

In fiscal year 1970, a booklet summarizing the grants awarded during 1969 was published. Additionally, a poster depicting a jailed youth and bearing the legend, "Some People Think **This** is Delinquency Prevention -- Is It Really"? was produced and distributed around the nation. Transit size posters for placement in public buses and trolley cars were produced with the same theme.

Contracts were let for the production of new public service radio and TV spots on prevention. A contract was also let for the holding of a series of 10 regional information seminars for regional office staff, State Planning Agency personnel, and personnel of other agencies engaged in delinquency prevention. The major objective of the seminars is to develop a national public information network on delinquency prevention and youth development.

TABLE 16

TABLE 16

DISTRIBUTION OF FUNDS IN FISCAL YEARS 1969 AND 1970 BY PROGRAM CATEGORY AND STATES (IN THOUSANDS)

STATE	STATE PLANNING	REGIONAL PLANNING	REHABIL-ITATION	PREVENTION	CURRICULUM DEVELOPMENT	SHORT-TERM TRAINING	TRAINEESHIP	TECHNICAL ASSISTANCE	MODEL PROGRAMS	TOTALS
Alabama	100 (2)	13 (2)		50 (1)						163 (5)
Alaska	16 (1)	114 (3)								130 (4)
Arizona			22 (1)	128 (4)		162 (4)				311 (9)
Arkansas	60 (1)			78 (7)						138 (8)
California	190 (3)			100 (1)	29 (1)	411 (9)	23 (1)	170 (4)	55 (1)	978 (20)
Colorado	115 (2)		27 (1)			175 (6)		74 (3)		391 (12)
Connecticut	105 (2)	30 (1)	13 (1)			5 (1)				153 (5)
Delaware	149 (3)					20 (1)				169 (4)
Florida	16 (1)		157 (5)		37 (2)	34 (3)		25 (2)		269 (13)
Georgia	20 (1)			100 (3)						120 (4)
Hawaii	100 (2)			76 (2)		15 (1)				191 (5)
Idaho	90 (2)		19 (1)	40 (1)		9 (1)				159 (5)
Illinois	150 (2)		100 (1)			114 (4)		45 (2)		409 (9)
Indiana	50 (1)		75 (1)	25 (1)		17 (1)				167 (4)
Iowa	50 (1)	40 (1)		142 (2)						232 (4)
Kansas	150 (2)			60 (1)					35 (1)	245 (4)
Kentucky	115 (2)		35 (1)	25 (1)					50 (1)	225 (5)
Louisiana	76 (3)			45 (3)	66 (1)	32 (4)				219 (11)
Maine	150 (2)			42 (1)						192 (3)

TABLE 16

DISTRIBUTION OF FUNDS IN FISCAL YEARS 1969 AND 1970 BY PROGRAM CATEGORY AND STATES (IN THOUSANDS)

STATE	STATE PLANNING	REGIONAL PLANNING	REHABIL-ITATION	PREVENTION	CURRICULUM DEVELOPMENT	SHORT-TERM TRAINING	TRAINEESHIP	TECHNICAL ASSISTANCE	MODEL PROGRAMS	TOTALS
Maryland	99 (2)			85 (2)		51 (2)			42 (1)	277 (7)
Masachusetts	75 (1)		20 (1)	55 (2)		155 (6)		48 (4)		352 (14)
Michigan	148 (2)					145 (4)				292 (6)
Minnesota	56 (2)		50 (1)							106 (3)
Mississippi	30 (1)		120 (2)	50 (1)						200 (4)
Missouri	87 (1)		13 (1)	50 (1)		50 (1)				200 (4)
Montana	96 (2)	35 (1)		15 (1)						146 (4)
Nebraska	100 (2)			50 (1)						150 (3)
Nevada	50 (1)			50 (1)						100 (2)
New Hampshire	122 (3)		167 (2)	23 (2)						312 (7)
New Jersey	144 (2)		44 (1)	190 (1)	39 (2)		111 (1)		50 (1)	578 (8)
New Mexico	75 (2)			115 (2)		28 (2)				218 (6)
New York	100 (1)			597 (4)	100 (2)	320 (10)		133 (8)	100 (2)	1350 (27)
North Carolina	150 (2)			40 (1)		15 (1)				205 (4)
North Dakota	40 (1)		30 (1)	59 (2)						130 (4)
Ohio	150 (2)	22 (1)				95 (3)				267 (6)
Oklahoma	90 (2)			60 (1)		5 (1)				155 (4)
Oregon	99 (2)	23 (1)		27 (1)	169 (4)	117 (2)				434 (10)
Pennsylvania	100 (2)			141 (2)						251 (4)
Rhode Island				150 (2)						150 (2)

TABLE 16

DISTRIBUTION OF FUNDS IN FISCAL YEARS 1969 AND 1970 BY PROGRAM CATEGORY AND STATES (IN THOUSANDS)

STATE	STATE PLANNING	REGIONAL PLANNING	REHABIL-ITATION	PREVENTION	CURRICULUM DEVELOPMENT	SHORT-TERM TRAINING	TRAINEESHIP	TECHNICAL ASSISTANCE	MODEL PROGRAMS	TOTALS
South Carolina	29 (1)		78 (4)	93 (4)		30 (2)				229 (11)
South Dakota	41 (2)		89 (1)							130 (3)
Tennessee	100 (2)					21 (1)				121 (3)
Texas	95 (2)			179 (4)		247 (4)	50 (2)			572 (12)
Utah	50 (1)		24 (1)	90 (4)		26 (1)				190 (7)
Vermont	50 (1)		25 (2)	75 (4)		5 (1)				155 (8)
Virginia	50 (1)		90 (2)			20 (1)			28 (1)	188 (5)
Washington	150 (2)					7 (1)				157 (3)
West Virginia	25 (1)		34 (1)	91 (3)		24 (1)				174 (6)
Wisconsin	149 (4)									149 (4)
Wyoming	36 (2)	21 (1)		37 (1)		7 (1)				102 (5)
Canal Zone										
D.C.	150 (3)			60 (1)		258 (2)			65 (1)	534 (7)
Guam				22 (2)						22 (2)
Marianna Is.	12 (1)									12 (1)
Puerto Rico	147 (3)			60 (1)						207 (4)
Virgin Is.	37 (2)									37 (2)

TABLE 17

AMOUNTS OF FUNDS SPENT BY THE TYPE OF PROGRAM
IN FISCAL YEARS 1969 AND 1970

TYPE OF GRANT	FISCAL YEAR	NUMBER OF GRANTS	AVERAGE AMOUNT OF EACH GRANT	TOTAL AMOUNT OF GRANTS
TITLE I	Total	216	$ 44,000	$ 9,568,492
State Planning	1969	37	43,000	1,573,094
	1970	57	54,000	3,073,658
Project Planning	1969	—	—	—
	1970	8	23,000	184,371
Rehabilitation	1969	9	27,000	245,941
	1970	26	42,000	1,099,916
Construction	1969	—	—	—
	1970	—	—	—
Prevention	1969	18	25,000	450,425
	1970	61	48,000	2,941,087
TITLE II	Total	98	$ 33,000	$ 3,240,898
Curriculum Development	1969	6	41,000	248,544
	1970	6	32,000	190,799
Short-term Training	1969	43	32,000	1,356,979
	1970	39	32,000	1,260,731
Traineeships	1969	1	25,000	25,000
	1970	3	53,000	158,845
TITLE III	Total	32	$ 29,000	$ 919,310
Model Programs	1969	—	—	—
	1970	9	47,000	425,000
Technical Assistance	1969	9	25,000	228,000
	1970	14	19,000	266,310
TOTALS		346	$ 40,000	$13,728,700

TABLE 18

DISTRIBUTION OF FUNDS IN FISCAL YEARS
1969 AND 1970 BY STATE (IN THOUSANDS)

	FISCAL YEAR	
LIST OF STATES	1969	1970
Alabama	$ 50 (1)	$ 113 (4)
Alaska	43 (1)	87 (3)
Arizona	151 (3)	160 (6)
Arkansas	40 (4)	98 (4)
California	258 (6)	720 (14)
Colorado	162 (5)	229 (7)
Connecticut	55 (3)	98 (2)
Delaware	69 (2)	100 (2)
Florida	85 (5)	184 (8)
Georgia	351 (1)	85 (3)
Hawaii	65 (2)	126 (3)
Idaho	59 (2)	120 (3)
Illinois	137 (4)	272 (5)
Indiana	67 (2)	100 (12)
Iowa	50 (1)	182 (3)
Kansas	50 (1)	195 (3)
Kentucky	50 (2)	175 (3)
Louisiana	30 (3)	189 (8)
Maine	50 (1)	142 (2)
Maryland	55 (3)	222 (5)
Massachusetts	163 (6)	189 (8)
Michigan	124 (3)	168 (3)
Minnesota	6 (1)	100 (2)
Mississippi	50 (1)	150 (3)
Missouri	50 (1)	150 (3)
Montana	15 (1)	131 (3)
Nebraska	50 (1)	100 (2)
Nevada		100 (2)
New Hampshire	50 (1)	262 (6)
New Jersey	70 (2)	508 (6)
New Mexico	69 (2)	149 (4)
New York	373 (11)	977 (16)
North Carolina	65 (2)	140 (2)
North Dakota	30 (1)	100 (3)
Ohio	105 (2)	162 (4)
Oklahoma	55 (2)	100 (2)
Oregon	241 (4)	193 (6)
Pennsylvania	50 (1)	201 (3)
Rhode Island	50 (1)	100 (1)
South Carolina	70 (4)	159 (7)
South Dakota	30 (1)	100 (2)
Tennessee	21 (1)	100 (2)
Texas	105 (3)	467 (9)
Utah	66 (3)	124 (4)
Vermont	55 (2)	100 (6)
Virginia	50 (1)	138 (4)
Washington	57 (2)	100 (1)
West Virginia	74 (3)	100 (3)
Wisconsin	50 (1)	99 (3)
Wyoming	31 (2)	71 (3)
District of Columbia	260 (2)	274 (5)
Guam	10 (1)	12 (1)
Mariana Islands	12 (1)	
Puerto Rico	50 (1)	157 (3)
Virgin Islands	12 (1)	25 (1)

CHAPTER VI

THE RELATIONSHIP OF THE YOUTH DEVELOPMENT AND DELINQUENCY PREVENTION ADMINISTRATION TO THE NEW FEDERALISM

The President stated in his address to the nation on August 8, 1969:

> "We face an urban crisis, a social crisis. . . And at the same time a crisis of confidence in the capacity of government to do its job. A third of a century of centralizing power and responsibility in Washington has produced a bureaucratic monstrosity, cumbersome, unresponsive, ineffective".

The President called for a major new effort to bring about a "New Federalism" -- designed "to help regain control of our national destiny by returning greater share of control to State and local government and to the people."

The New Federalism is a response to the rapid growth of federally conceived and federally-funded programs, administered with excessive Federal regulations. The past practices of Federal grants-in-aid have resulted in overlapping and confusion among programs at the State and local levels. The result has been increased administrative costs, delays, and loss of viable, effective decision-making roles for State and local governments.

Through such methods as revenue-sharing, joint funding, grant consolidation and welfare reform, this new concept envisions a concerted effort to improve the delivery of services, improve State and local capability to respond to expressed needs, and strengthen the management and effectiveness of the Federal-State-local intergovernmental network.

The YDDPA's efforts over the past two fiscal years, as well as its projected activities, are closely related to the overall efforts of the Administration to improve not only the delivery system but to utilize all available resources for maximum program impact on pressing national problems, including juvenile delinquency.

State and Local Capability

The majority of States and Territories have received YDDPA grants for comprehensive juvenile delinquency planning.

The development of State plans not only increases the ability of State governments to respond to delinquency problems within their jurisdictions but also improves managerial capability to administer the bloc grant. By going through the planning process, the State agencies are in a unique position to identify: the extent and nature of juvenile delinquency and related youth problems; gaps in existing services; priority needs of the population; and alternative courses of action to combat delinquency.

In other words, State governments are developing an increased capability--one of the principles of the New Federalism--to plan, develop and administer delinquency prevention programs.

The State Planning Agency, in its comprehensive plan, is also required to develop funding priorities, types and locations of projects, and a built-in evaluation. This is consistent with another ingredient of the New Federalism--improvement in the effective distribution of existing resources through the coordination of programs and projects and the utilization of funds for the most urgent local projects.

Upon approval of a State comprehensive plan under Sec. 131 of the Act, a grant is awarded to the State Planning Agency to carry out a comprehensive juvenile delinquency program throughout the State as well as provide for continued planning and administration. Bloc grants, such as those administered by LEAA, serve as an important demonstration of the President's revenue sharing proposal, providing an indication of the possible benefits, as well as the problems of increased local initiative and decision-making responsibility. The experiences of the State agencies should demonstrate the effects of decentralization; determine whether programs dealing with delinquency become more responsive to local needs; and determine whether an improvement in the delivery of services results.

Decentralization

The Youth Development and Delinquency Prevention Administration's programs for the most part have been decentralized to the D/HEW's ten regional offices. The regional offices have the power of approval over all TITLE I and TITLE II projects, except those under TITLE II that are national in scope. This decentralization increases government response and flexibility to local needs--a mandate of the New Federalism.

The New Federalism requires that the executive and legislative branches of the Federal Government determine whether legislative mandates are fulfilled, while at the same time allows maximum flexibility and decision-making at the State and local levels.

With decentralization has come increased decisionmaking opportunities for regional offices and State and local governments.

The Youth Development and Delinquency Prevention Administration is developing a monitoring and reporting system which will collect information from YDDPA programs to determine progress being made and whether legislative mandates are being fulfilled.

Allied with this effort is the need for grantees under the Act to develop their own continuing planning and evaluation capability. With the approval of comprehensive State plans, updated and approved annually, and with the development of effective evaluations, the Youth Development and Delinquency Prevention Administration will be able to judge the program's operations, needs, as well as any gaps that exist.

Through the monitoring-reporting system, information will also be collected concerning current programs. This information can be used in the development of national strategy, in the development and updating of State comprehensive juvenile delinquency plans, and in the allocation of scarce Federal resources.

National Policies

The New Federalism calls for utilization and distribution of Federal resources consistent with national policy objectives and goals.

Under the New Federalism, States and localities have responsibility for developing and implementing programs consistent with national objectives and priorities. The Youth Development and Delinquency Prevention Administration's emerging national strategy fulfills the New Federalism's mandate for national policy objectives and makes a vital contribution to emerging national urban policy.

CHAPTER VII

ACCOMPLISHMENTS OF THE YOUTH DEVELOPMENT AND DELINQUENCY PREVENTION ADMINISTRATION *

A National Leader

The lack of a coordinated national program to deal with youth and delinquents is evident at all levels of government. The present array of programs demonstrates unpatterned priorities and poor interdepartmental awareness of related programs. Delinquency prevention calls for a national effort, a mobilization of all possible resources, based on the sustained commitment of States and localities. It requires effective leadership in research, in technical assistance, in training, and in developing new techniques and practices.

As the only Federal agency exclusively concerned with youth development and juvenile delinquency, the YDDPA must provide national leadership in this crucially important area. It must serve as catalyst, evaluator, and a source of information, if this society is going to solve the problem of juvenile delinquency.

In order to achieve a unified national approach, the following basic objectives (not necessarily in order of priority) should be included in the development of such a program:

1. The improvement of systems at the State and local levels, including greater flexibility in agency practices and service delivery to make them more responsive to youth development and delinquency prevention problems;
2. The promotion of coordination and cooperation at the Federal, State and local levels through efficient use of existing resources, institutions, and agencies, both public and private;
3. The inclusion of youth development as an essential ingredient in delinquency prevention programs;
4. The fostering of early intervention through community-based prevention programs for youth in danger of becoming delinquent;
5. The development of innovative techniques and practices in order to increase the understanding of delinquent behavior and the effectiveness of programs dealing with delinquency.
6. The increase of State capability to develop plans to deal with delinquency and to enhance the quality of State and local programs for the prevention and treatment of delinquency through the use of technical assistance and model systems.

An Analysis of the Activities of the Youth Development and Delinquency Prevention Administration

An overview analysis of the combined projects administered by the Youth Development and Delinquency Prevention Administration during 1969 and 1970 is based on the six national basic objectives and the national approach stated in the above section.

Most of the grants funded during fiscal years 1969 and 1970 generally were directed towards these national basic objectives, with prevention being the priority.

Future activities funded under the Act should relate to the national objectives. At the same time, an information base should be sufficiently developed from past grants to indicate directions and trends in the field of delinquency. This information will enable the Youth Development and Delinquency Prevention Administration to closely monitor and evaluate program results, and serve to redirect, refine, or change national priorities and strategy.

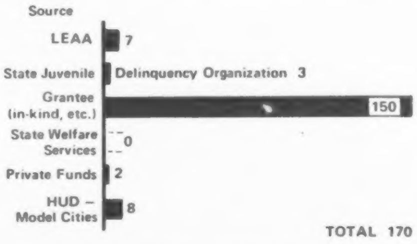
A more detailed analysis, by type, of Youth Development and Delinquency Prevention Administration's projects follows the overview.

An Overview

Table 19 shows that grantees did **not** make the maximum use of existing related resources, that only in a few instances have grantees used outside sources of support.

TABLE 19

SOURCE OF OTHER FUNDS FOR YDDPA GRANTEES



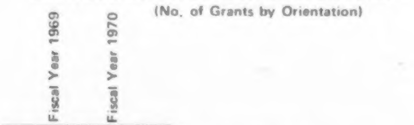
Grant directors tend to have experience in and to emphasize rehabilitation/corrections involvement rather than prevention/youth development (Table 20). This is probably the result of previous emphasis in the juvenile delinquency field on rehabilitation and corrections.

*** Based on an analysis of Youth Development and Delinquency Prevention programs by contract with UNCO, Inc., Washington, D.C.**

TABLE 20

GRANTEE DIRECTORS BACKGROUND EMPHASIS

(No. of Grants by Orientation)



Those projects in which staff direction emphasized prevention and youth development, amounted to approximately $5,511,000. Those projects where staff direction emphasized rehabilitation and correction totalled $7,127,000.

An Analysis by Types of Projects

A further analysis of TITLE I, II, and III grants reveals, as expected, that there are specific problems hindering total support of national strategy in YDDPA funded grants for fiscal years 1969 and 1970.

State Plans

State plans are basically vehicles for assisting institutions serving youth to wage effective battle against juvenile delinquency. This requires considerable commitment to delinquency prevention on the part of State governments, on whom many of the local public and private agencies rely for funds and program direction.

However, the extent ofcooperation between the State Planning Agency and localities was, in many instances, very slight. Needed data on the extent of delinquency, community manpower problems, and gaps in juvenile services, were frequently unavailable. As a result, the relationship of action projects to the State Planning Agency's plan was often tenuous. In many cases the projects were not directed at the most pressing Statewide delinquency problems.

If a bloc grant is to be instituted effectively, the following problems still need to be overcome:

- The most difficult problem in dealing with State planning is the legislative requirement that upon approval of the State plan and the awarding of a bloc grant, the State must match 50 percent of the local share for rehabilitative services and preventive services grants awarded under the bloc grant. This financial burden upon the States, along with State costs incurred in implementation of the bloc grants, discourages States from participating in the bloc grant approach.
- The legislative requirement that State agencies not receive action funds under the bloc grant discourages State governments from submitting plans for approval.

Though the bloc grant approach should increase a State's capability to deal with delinquency prevention and youth development, present legislative problems make effective functioning impossible. Legislative requirements on the bloc grant hamper States from submitting completed plans to the D/HEW.

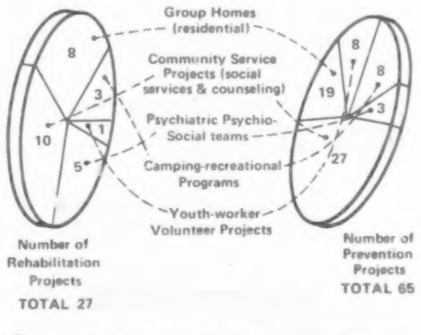
Rehabilitative and Preventive Services

The major problem with rehabilitation and preventive services grants in fiscal years 1969 and 1970 has been the lack of clear guidelines differentiating the types of projects funded under these categories. In fact, the statute itself is unclear, and makes it that much more difficult to develop definitive guidelines. As is shown in Table 21, 27 of the 35 rehabilitation grants and 65 of the 79 prevention grants have very similar subject areas.

Considerable progress was made in fiscal year 1970, however, and current guidelines clearly distinguish between rehabilitative services and preventive services.

TABLE 21

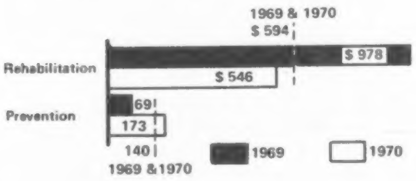
Types of Projects Funded under Rehabilitative & Preventive Services Grants in Fiscal Years 1969 & 1970



The most interesting result of the analysis is the difference in cost between rehabilitative and preventive service grants. The $450 difference, combined with the similarity of programs, indicates that the emphasis on prevention is administratively wise, in addition to the inestimable human value in helping youth earlier.

TABLE 22

AVERAGE COST PER YOUTH SERVED FOR REHABILITATIVE SERVICES AND PREVENTIVE SERVICES GRANTS



Prior to the emergence of a national strategy, projects were funded which were not consistent with strategy objectives. Despite this, YDDPA did concentrate its resources on prevention grants. One of the reasons for this concentration was the greater impact and larger total number of youth that could be served through prevention grants as compared with rehibilitation grants. Another reason for this concentration was that prevention projects generally show a better linkage with the State Planning Agency than any other type of project.

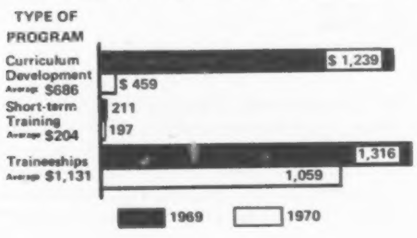
Training

Training programs as a whole show a heavy emphasis on rehabilitation and a lack of coordination with State Planning Agencies. At least 75 percent of TITLE II projects were oriented toward rehabilitation or corrections personnel such as juvenile court officers, institutional personnel, and welfare services workers.

Again, the outstanding feature of the analysis was the average cost per trainee. The much lower figure for short-term training strongly supports the wisdom of the allocation of 81 percent of the TITLE II funds to this type of project in fiscal years 1969 and 1970. The following table provides a breakdown of TITLE II grants and dollar amounts.

TABLE 23

AVERAGE COST PER TRAINEE UNDER TITLE II TRAINING PROGRAMS



The major emphasis in most training grants funded by the YDDPA has been on in-service type training for those already employed in the delinquency prevention field. The second largest amount of training provided in fiscal years 1969 and 1970 was in preparing persons for working in the field, including court volunteers, para-professionals, and youth. Training programs were thus fairly consistent with the emerging national strategy.

The Juvenile Delinquency Prevention and Control Act of 1968 recognizes that effective training programs must include job placement. Training for a non-existent job, or training that serves no material purpose, is a waste of resources and a source of furstration for the trainee. If newly trained personnel are to alleviate manpower shortages in the delinquency prevention field, careful evaluation of manpower needs are necessary prior to the development of training programs.

Assistance was given in job placement in 16 programs funded during the two fiscal years.

New Techniques and Practices

New techniques and practices grants, only recently funded in fiscal year 1970, are still too new to analyze as to results achieved. However, an analysis based on proposed programs shows them to be oriented mainly toward institutional change and prevention (especially drug abuse prevention and education demonstration projects).

Each of the new techniques and practices grants has the potentiality of demonstrating new approaches and methods of dealing with delinquency prevention throughout the country. These grants will be particularly useful to the YDDPA in implementing the emerging national strategy. The results of these grants will be carefully evaluated and utilized in funding new grants under other programs authorized by the Act.

Technical Assistance

It was the intention of the YDDPA to use university-based technical assistance resources to complement technical assistance provided by national, regional, and State agencies.

Because of inadequate staffing at these levels, it was necessary during fiscal years 1969 and 1970 to use the universities as the major source of technical assistance. However, they were not always prepared to meet the demand.

Furthermore, the lack of capability at both the State and local levels seriously hampered universities in providing the type of technical assistance originally envisioned by the YDDPA. The original intention was that universities would supply technical assistance largely on substantive issues – the extent and nature of delinquency; the needs in the field; information on new techniques, services, and programs; provide training which would raise the level of expertise in the planning, development, and evaluation of delinquency and youth development programs. Instead, the universities have been required to provide assistance in such matters as program management, budgeting, grant application, and interpretation of guidelines. University technical assistance centers have provided a total of 545.6 man days of technical assistance as of August 1, 1970.

The tables that follow indicate that a most common type of agency given assistance in fiscal years 1969 and 1970 were those that were private community service organizations with smaller amounts of service – 10 percent of the total – provided to State Planning Agencies. Table 26 indicates, however, that the bulk of the technical assistance was provided to agencies developing prevention programs.

Table 25 shows that most of the agencies receiving technical assistance were developing programs serving inner-city areas. Table 28 points up the fact that most of the technical assistance provided in the two fiscal years was for project development, critique or analysis. Considerably less planning assistance was provided.

In the coming year the six university-based technical assistance centers will be directing their services to State Planning Agencies. This technical assistance will be provided in the substantive areas originally envisioned. It is essential that State Planning Agencies receive such assistance in order to increase their capabilities to effectively develop comprehensive State juvenile delinquency plans and more importantly, to increase the State capability to deal knowledgeably with this critical social problem. University technical assistance will serve to provide State Planning Agencies with information and assistance which can be utilized by local programs.

Tables 24 – 28 contain information on the activities of technical assistance grantees through the network of university centers (This information includes data only on activities actually completed).

Special Technical Assistance

Special Technical Assistance grants were given to other types of grantees in fiscal years 1969 and 1970.

The New Careers Development Corporation, Oakland, California, offered direct technical assistance to State Planning Agencies and local groups, short-term training related to the involvement of youth as active participants in the projects, and assisted grantees in the implementation and evaluation of juvenile delinquency programs. Under two grants (one completed and one which is 75 percent complete) totalling $110,000, New Careers Development Corporation provided 40 percent of its technical assistance to State Planning Agencies, 40 percent to correctional, rehabilitative and law enforcement agencies, 15 percent to community action agencies, and 5 percent to indigenous community groups.

The New Careers Development Corporation estimates that 60 percent of the assistance provided was to agencies and groups working in inner-city areas, 8 percent to Indian Reservations, 12 percent to small towns, and 18 percent to rural areas.

Almost 60 percent of the direct technical assistance was for development of prevention programs, 20 percent for development of training programs, and 20 percent for development of new techniques and practices programs.

Sixty-five percent of the agencies receiving assistance were public and 35 percent private. The major types of technical assistance given were in planning and project development. Twelve conferences were held with 360 participants including State Planning Agency personnel, YMCA's, correctional, and police personnel.

The National Council on Crime and Delinquency, New York, N.Y., received a $30,000 grant in fiscal year 1969 to develop models for providing technical assistance to enhance the participation of youth in the planning, development and assessment of programs. Eight hundred and fifteen agencies received technical assistance totalling 3,344 man-days effort. The types of agencies provided with technical assistance included juvenile courts, city agencies, private agencies, and State Planning Agencies. Two workshops were held, one in the East and one in the South, involving youth, correctional administrators and planners, to talk together about the potential roles of youth in juvenile delinquency control, planning, and ways youth can participate in social change. The organization also published a pamphlet on youth involvement as a part of the project.

Approximately 67 percent of the technical assistance was in prevention and rehabilitation, 25 percent in training, and 8 percent in model programs. The type of assistance given was generally project development and planning, and the provision of information materials.

The National Council also received a $30,000 grant from the YDDPA and a matching $30,000 grant from the Model Cities Administration to assist 29 cities to develop proposals on the reduction of delinquency and crime in Model Cities. Under both grants, a total of 29 cities were provided with technical assistance totalling between 425 and 450 staff-days. Forty proposals were developed as a result of these efforts. Projects deriving from these proposals are being funded by the YDDPA, Model Cities and LEAA.

The National Board of YMCA's, New York, N.Y., received two technical assistance grants during fiscal years 1969 and 1970. The purpose of the grants was to improve organizational responsiveness to youth needs and problems in local units of the YMCA and other organizations regularly working with youth.

A total of 40 agencies were provided with technical assistance, including private youth-serving agencies, YMCA's and Boy's Clubs. Sixty-six man-days of technical assistance were provided, mainly in planning and prevention. The types of assistance given included planning, project development, analysis and evaluation. Indirect assistance was provided by the National Board to local YMCA's for the establishment of youth outreach worker programs through a national training effort.

TABLE 24

TYPES OF AGENCIES RECEIVING UNIVERSITY TECHNICAL ASSISTANCE IN FISCAL YEARS 1969 AND 1970	Fordham	BU	USC	FSU	UC	SIU	Totals
Private Community Service	43	9	34	3	34	34	157
Indigenous Youth Groups	10	4	11	--	2	13	40
Community Action (CAA's)	5	--	24	2	2	--	33
State Planning Agencies	12	4	12	6	7	11	52
Other State Agencies	--	4	26	1	14	5	50
County and Regional Agencies	3	2	11	--	8	6	30
Schools, Universities, Hospitals	12	3	35	--	18	13	71
City Agencies	6	11	29	--	21	10	77
Indian Reservations	--	--	6	--	8	8	25
TOTALS	91	37	178	12	114	100	546

TABLE 25

UNIVERSITY TECHNICAL ASSISTANCE PROVIDED BY TYPE OF GEOGRAPHIC AREA SERVED	Fordham	BU	USC	FSU	UC	SIU	Totals
Inner City	57	20	34		46	48	205
Suburb	2	3	11		1	2	19
Small Town	24	3	24	1	27	7	86
Reservation			12	1	8	7	28
Campus	5		26		10	8	49
Rural	3	8	6	8	17	17	59
State-wide		2	35	2	5	11	44
Other		1	40				52
TOTALS	91	37	178	12	114	100	546

TABLE 26

SUBJECT AREAS IN WHICH UNIVERSITY TECHNICAL ASSISTANCE WAS PROVIDED	Fordham	BU	USC	FSU	UC	SIU	Totals
Training	9	10	36	3	19	18	25
Prevention	41	10	80		63	30	233
Rehabilitation	7	9	37	2	9	23	87
Planning	36	8	20	6	18	17	105
Model Programs				1	5	3	9
All Above			6				15
TOTALS	91	37	178	12	114	100	546

TABLE 27

TYPES OF GRANTEES RECEIVING UNIVERSITY TECHNICAL ASSISTANCE	Fordham	BU	USC	FSU	UC	SIU	Totals
Private non-profit	48	4	90	1	73	30	246
Private non-profit, indigenous	13	9	5		1	15	43
Public, local	17	14		1	8	17	57
Public, regional	1	1	43		10	6	61
Public, state	12	9	9	8	17	24	79
Public, federal			29	2	5	7	43
Private, profit			2			1	3
TOTALS	91	37	178	12	114	100	532

TABLE 28

FORMS OF UNIVERSITY TECHNICAL ASSISTANCE PROVIDED*	Fordham	BU	USC	FSU	UC	SIU	Totals
Training	13	6	4	3	1	9	36
Project Development	40	17	5	1	50	44	157
Grant Application Preparation	58	4	38	1	14	24	139
Analysis	4	21	45	3	80	23	176
Critique	4	13	43	7	77	22	166
Planning	9	7	3	3	14	30	96
Budget Review		1			4	6	11
Information		21	67	2	33	18	141
Other				1	2		
TOTALS	158	90	205	21	215	176	935

*more than one response was given for each technical assistance request rendered.

CHAPTER VIII

AN ANALYSIS OF THE DISTRIBUTION OF FEDERAL FUNDS AMONG AGENCIES DEALING WITH DELINQUENCY PREVENTION AND REHABILITATION[*]

Fundamental to the development of a national strategy for youth development and delinquency prevention is an understanding of the dimensions of the problem and patterns of resources available. Table 29 is a preliminary statement of the situation which exists at the present time.

The brief analysis presented here does not pretend to define all of the issues of youth development and delinquency prevention. For example, once a determination is made of the "best" indicator of the problems of youth development, a careful resource survey should relate to **per capita rates** of Federal, State and local investment. This analysis, however, merely refers to the absolute levels of Federal funding, without regard to rates of expenditure.

As an illustration of the study and policy decisions that should take place in the course of developing a national strategy, Table 29 presents three alternative ways of looking at delinquency and youth problems.

Column 1 is concerned only with the youth population in the States and is, in effect, the basic standard for the entire table.

Column 2 lists the number of delinquents in corrections institutions. Although some of the variations between population and institutionalized delinquents can be ascribed to differences in State reporting standards, it is also probable that there are real differences in juvenile crime rates, apprehensions, convictions and sentencing procedures. These differences have relevance for a program of delinquency prevention.

A third index useful in defining youth development might be the school drop-out population (Column 3). This indicator has the advantage of highlighting areas in which a sensitive national strategy would provide compensatory resources.

Because this analysis format is based upon actual numbers (rather than rates), the rankings tend to reflect the overall size of the State –– especially in the case of the "giants" and the "pygmies". **In spite of the evident differences between State rankings based on youth population, institutionalized delinquents, or high school drop-outs, the variance is even greater between the allocation of Federal funds by program.** In other words, the rankings in the first three columns are more in agreement than any of the rankings based on Federal fund disbursements (except for ESEA Title One Programs).

YDDPA

An examination of the data for YDDPA programs for fiscal years 1969 and 1970 reveals a trend toward smaller States in the disbursement pattern. This trend is partially explained by the fact that planning grants to the States tended to be uniform in size---in part due to the limitation on the amount of funds spent per State. Hence, this would have a greater impact on the total amount of funds granted to a small State. Secondly, the size of the total YDDPA program in its first two years had limited the size of individual grants. Smaller grants would be relatively more effective in smaller States, and therefore, one would expect that a relatively larger proportion of smaller States, would apply for, and receive, grants. This hypothesis is borne out by the distribution of prevention and rehabilitation grants (See Tables 16 and 18, Chapter V).

Although it may be possible to explain the pattern of YDDPA expenditures **post facto**, it should be pointed out that neither of the explanations corresponds with explicit policy or strategy statements. Nor is there any evidence that such a distribution of resources is more or less effective than any other pattern.

Elementary and Secondary Education (ESEA)

The distribution of ESEA Title I grants, however, is consistent with the general youth population distribution since it is based on school attendance.

Other Federal Grants

The principal reasons for the erratic pattern of other D/HEW grants and programs are the uneven distribution of academic and research resources to support discretionary grant activity, and the distortions caused by a limited number of very large demonstration projects (e.g., Title VIII Drop-out Prevention Projects).

In the kind of detailed and comprehensive resource survey necessary to support the development of a reasonable national strategy, the extremely uneven distribution of special grant and project monies would be partially offset by the proportions of large bloc grants based on population (i.e., Title III, ESEA) spent on activities related to youth development and delinquency prevention.

Table 29 presents two different pictures of the delinquency related monies distributed to States by the Omnibus Crime Control and Safe Streets Act through the LEAA.

It is in the area of delinquency prevention in which there is most congruence between the distribution of funds under LEAA State programs and the YDDPA State programs. LEAA delinquency prevention program funds (column 8) are nearly as maldistributed on the basis of youth population as are total YDDPA funds (column 4). Further, there is a tendency for the LEAA and YDDPA to "upgrade" and "downgrade" the same States. Both programs are providing "more" or "less" funds to the same States, rather than complementing each other in the distribution of funds. In other words, there is no evidence of utilizing the resources of LEAA and YDDPA to complement one another on a national basis. This condition may be due to the presence of sophisticated utilizers of both agencies' programs at the local level applying for and receiving funds from both agencies. The result is a maldistribution of national resources. Also, YDDPA has a uniform reservation per State unrelated to the youth population.

Total LEAA expenditures for delinquency (column 7), including corrections, police programs, and the prevention category discussed above, represent a significantly more regular distribution on the basis of population. This is to be expected, since total LEAA State bloc grants are based on population.

However, more analysis needs to be done to determine the target population, per capita average, and marginal effects of LEAA investment. In the case of YDDPA projects (column 4) an inspection reveals that the distinction between rehabilitation and prevention is often not clear. It seems more likely that there are real differences between LEAA grants to police, and grants for corrections and prevention projects.

Job Corps expenditures per State are presented as only partially indicative of the kind of resource distribution which might be found among youth-directed job training programs. An interesting feature of this catagory is that there seems to be greater correspondence between Job Corps expenditures and high school drop-outs than between expenditures and youth population. This generalization is more relevant if one adds the condition that there also appears to be a weighting in favor of the southern States. Again, in the detailed analysis for national strategy, many similar programs such as Neighborhood Youth Corps, New Careers, JOBS, and so on, must be considered in terms of their impact on the youth population (or the subgroup deemed most appropriate).

In conclusion:

A. The pervasive inconsistencies in fund distribution evident among and between all major programs dealing with the problems of youth development and delinquency prevention highlight the lack of coherent national planning or priorities.

B. The distribution of YDDPA funds and their relationship with the distribution of other relevant program funds suggest that the Federal government has not maximized its capabilities. Although bits and pieces of the Federal response to the problems of youth and delinquency may be achieving their discrete objectives, the whole--in terms of the overall effectiveness of Federal efforts--may be less than the sum of the parts.

***It is not the purpose of the annual report to evaluate the specific programs of the Department and other agencies. However, material is included in this chapter about other programs for comparison purposes and as part of the analysis of YDDPA activities, as well as to present an overview of total Federal effort in youth development and juvenile delinquency.**

TABLE 29

FEDERAL EXPENDITURES BY PROGRAM FOR DELINQUENCY PREVENTION WITH A RANK ORDER LISTING BY STATE

States Ranked By Youth At Risk 1962[2]		Rank By Institutional Delinquents[3]		Rank By Hi-School Drop-Outs (65-69)[4]		YD&DPA Expenditures[5] FY 69 and 70 TOTAL		ESEA TITLE I FY 70[6]		Other HEW Programs[7] FY 70		LEAA TOTAL Expenditures For JD[8] FY 70		LEAA-JD Prevention Block Grants[9] FY 70		Job Corps Expenditures Per State [10] FY 69		TOTAL
State Rank In Order Of Population[1]	Risk Population																	
1. California	746	1	4660	5	25500	2	978	1	2523	2	1621	1	5470	1	1412	2	22751	34,755
2. New York	657	2	2747	1	44098	1	1350	2	1822	1	1752	15	1295	11	300	3	16616	23,135
3. Texas	455	3	2162	2	37734	4	572	3	1530	24	128	10	1549	14	186	1	23096	27,061
4. Illinois	434	4	2103	8	21999	7	409	5	1460	9	642	3	2985	3	820	17	6363	12,683
5. Pennsylvania	424	8	1609	15	14511	16	251	4	1486	16	336	12x	1365	35	40	11	9427	12,905
6. Ohio	419	5	2083	3	27700	15	267	6	1401	11	520	2	3075	2	950	13	7748	13,961
7. Michigan	356	13	1116	7	24083	12	292	10	800	13	470	6	1984	8	389	19	5734	9,669
8. New Jersey	262	10	1443	21	10884	3	578	9	809	31	58	4	2923	5	405	23	3535	8,308
9. Florida	235	14	1054	9	17366	14	269	21	461	8	845	9	1591	10	302	6	13593	17,061
10. North Carolina	203	5	2056	4	27298	24	205	7	1030	25	124	17	1024	30	60	7	12367	14,810
11. Indiana	202	25	613	18	12620	33	167	12	587	27	102	11	1500	23	10[illegible]	25	3315	5,771
12. Mass	202	21	747	25	7342	9	352	23	411	6	962	18x	965	17	145	38	1569	4,404
13. Georgia	189	17	952	6	25003	49	120	14	555	12	477	16	1281	13	198	4	14392	17,023
14. Virginia	181	12	1175	17	12679	30	188	13	564	48	2	13	1340	9	375	8	12292	14,761
15. Missouri	172	18	932	20	11092	26	200	20	466	5	1082	5	2089	12	291	18	6238	10,366
16. Wisconsin	168	16	973	39	1124	42	149	16	529	19	309	8	1657	7	390	35	1988	5,022
17. Louisiana	160	9	1510	11	16175	21	219	15	529	20	270	20	827	37	33	5	14044	15.922
18. Maryland	151	7	1803	24	7692	13	277	11	694	3	1377	14	1329	6	401	15	6480	10.558
19. Tennessee	150	11	1257	10	16603	48	121	8	890	29	77	36x	340	42	20	14	6830	8.278
20. Minnesota	149	20	790	35	1507	50	106	25	380	14	343	28x	592	28	77	43	717	2.215
21. Alabama	141	22	740	12	15212	34	163	26	361	34	36	22	800	20	120	10	10368	11.848

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State Rank In Order Of Population[1]	Risk Population																	
22. Washington	128	15	1035	46	776	36	157	19	482	4	1243	30x	490	43	20	33	2125	4,517
23. Kentucky	124	40	212	13	14889	20	225	24	409	7	865	7	1860	4	640	21	5000	8,999
24. Connecticut	113	37	300	28	4024	39	153	34	227	15	340	32x	470	27	79	39	1179	2,448
25. South Carolina	112	19	865	14	14816	19	229	18	489	35	30	23	770	29	68	12	8327	9,913
26. Puerto Rico	(Est. 111)		N.A.	16	14006	23	207			38	25	24	666	16	147	22	4411	5,456
27. Iowa	105	31	360	30	3415	18	232	33	233	42	7	19	864	18	124	34	2036	3,496
28. Mississippi	100	27	557	19	11975	25	200	32	234			29	548			9	12278	13,260
29. Oklahoma	93	30	506	26	6459	37	155	17	499	28	91	25	648	24	95	20	5072	6,560
30. Kansas	87	34	311	27	4045	17	245	39	158	26	111	35	403	26	80	30	2422	3,419
31. Colorado	83	29	509	33	2502	8	391	30	269	21	221	27	606	46	16	24	3473	4,976
32. Arkansas	77	28	531	23	7788	44	138	29	284	10	581	34	406	36	36	16	6368	7,813
33. Oregon	74	24	619	37	1250	6	434	31	249	18	317	31	476	19	122	31	2266	3,864
34. Arizona	72	26	597	29	3831	11	311	35	213	30	66	21	814	31	57	27	2942	4,403
35. West Virginia	66	35	310	22	8946	31	174	37	186	32	58	26	623	44	19	26	3101	4,161
36. Nebraska	56	39	225	34	1880	40	150	28	319	23	129	44x	137	21	107	41	1048	1,890
37. Utah	47	33	326	42	1019	29	190	44	110	33	44	33x	428	39	30	46	528	1,330
38. New Mexico	46	35	302	31	3269	22	218	36	204	45	5	41	184	34	40	29	2456	3,107
39. Maine	38	32	355	36	1436	27	192	41	136	40	11	49	65	41	24	44	649	1,121
40. Hawaii	33	51	50	50	286	28	191	51	21			37	310	22	106	32	2144	2,772
41. Rhode Island	31	46	135	38	1164	41	150	42	134	46	5	39x	252	15	167	52	245	.953

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States Ranked By Youth At Risk 1962[2]		Rank By Institutional Delinquents[3]		Rank By Hi-School Drop-Outs (65-69)[4]		YD&DPA Expenditures[5] FY 69 and 70 TOTAL		ESEA TITLE I FY 70[6]		Other HEW Programs[7] FY 70		LEAA TOTAL Expenditures For JD[8] FY 70		LEAA-JD Prevention Block Grants[9] FY 70		Job Corps Expenditures Per State[10] FY 69		TOTAL
State Rank In Order Of Population[1]	Risk Population																	
42. District of Columbia	31	23	702	32	3018	5	534			22	158	38	304	25	86	36	1852	2,934
43. Idaho	29	44	175	41	1032	35	159	48	63	47	3	40	198	47	16	48	420	859
44. Montana	28	41	212	40	1102	43	146	38	183			42	163	38	32	37	1621	2,145
45. New Hampshire	27	45	162	47	690	10	312	45	105	43	7	43	156	32	51	51	278	909
46. South Dakota	27	48	127	43	977	47	130	27	331	17	323	53	30	48	15	28	2541	3,376
47. North Dakota	25	47-	130	49	568	46	130	49	56	44	5	46	128	33	43	45	581	942
48. Delaware	22	38	250	45	814	32	169	43	113	37	26	50x	48	40	24	42	718	1,098
49. Nevada	19	43	185	48	656	52	100	47	88	49	1	45	134	49	9	49	362	694
50. Vermont	17	42	200	51	264	38	155	46	93	39	12	48	99	45	17	53	161	537
51. Alaska	14	49	108	53	132	45	130	40	139	36	27	52x	38			50	356	690
52. Wyoming	13	50	96	44	888	51	102	50	49	41	10	47	125			47	476	762
53. Canal Zone				52	193			50										
54. Guam				54	121	54	22					51	43					065
55. America Samoa				55	7													
56. Virgin Islands						53	37			50	1					40	1154	1,192
57. Mariana Is.						55	(12)											012
TOTALS							13,713				16,261		48,471		9,284		278,097	

FOOTNOTES TO TABLE 29

[1] The left hand figure of each column represents the rank of the State for the program; the right hand figures represent the amount or number.

[2] Youth-at-risk is defined as 11% of the population aged 0 to 18 years of age. Bureau of the Census estimates for 1969 (in thousands).

[3] Based upon State reports of the number of institutionalized delinquents to the Division of Compensatory Education, Bureau of Elementary and Secondary Education, Office of Education, HEW, 1969. (Average Daily Attendance) (Absolute numbers).

[4] Defined as the differences between entering ninth graders in 1965 and entering seniors in 1969. Office of Education (absolute numbers).

[5] See Chapter Two (in thousands).

[6] Division of Compensatory Education, 1970 Report (in thousands).

[7] This category includes all reported projects in the following categories:

a. NIMH Research and Training Grants related to delinquency prevention fiscal year 1970.

b. Office of Education TITLE VIII Drop-Out Prevention projects fiscal year 1970.

c. Bureau of Library and Educational Technology, Institutional Grants, fiscal year 1970.

d. Research and Demonstration Grants, Office of Research, Demonstrations and Training, SRS, DHEW, fiscal year 1970.

e. Special projects related to delinquency prevention, Division of Vocational Rehabilitation, SRS, DHEW, fiscal year 1970.

f. Special projects, Office of Child Development, fiscal year 1970.

This listing represents only the most available and precisely identifiable program elements and projects related to juvenile delinquency that are carried on by the constituent offices of DHEW. This listing tends to reflect the distribution of discretionary monies. The actual effect of DHEW funding would require a massive study of the DHEW bloc grant programs (in thousands).

[8] This category includes all bloc grant monies for juvenile delinquency prevention and corrections as well as State indicated juvenile delinquency related expenditures by the Corrections Programs Division and the Police Programs Division. States indicated by "x" did not identify delinquency related expenditures for Police Programs. Law Enforcement Assistance Administration, Department of Justice, fiscal year 1970 (in thousands).

[9] Ibid (in thousands).

[10] Job Corps Report, fiscal year 1969, U.S. Training and Employment Service, Manpower Administration, Department of Labor. Based upon home State of corpsmen (in thousands).

FOOTNOTES

[1] **UNIFORM CRIME REPORTS,** 1960-1969, Federal Bureau of Investigation, U.S. Department of Justice (Washington: GPO).

[2] **JUVENILE COURT STATISTICS, 1969,** National Center for Social Statistics, Social and Rehabilitative Service, U.S. Department of Health, Education, and Welfare (Washington, D.C. 20201).

[3] President's Commission on Law Enforcement and Administration of Justice, **The Challange of Crime in a Free Society**, Washington: GPO, 1967).

[4] **Ibid.**, p. 57

[5] **Ibid.**

[6] Wheeler, Stanton; Cottrill, Leonard; and Romasco, Ann, "Juvenile Delinquency: Its Prevention and Control" in **Task Force Report on Juvenile Delinquency and Youth Crime** to the President's Commission on Law Enforcement and Administration of Justice (Washington, GPO, 1967), p. 44.

[7] President's Commission, **The Challange of Crime.**

[8] **UNIFORM CRIME REPORTS** 1968, p. 39

[9] **A TIME TO ACT,** Final Report of the Joint Commission on Correctional Manpower and Training, (Washington: 1969).

[10] **TO ESTABLISH JUSTICE, TO INSURE DOMESTIC TRANQUILITY,** Final Report of the National Commission on the Causes and Prevention of Violence (Washington: GPO, 1969), p. 221.

[11] **Ibid., p. 223**

[12] **Ibid., p. 234**

[13] **Ibid., 239**

[14] **Ibid.**

The following chapters provide information on the activities of other Federal programs involved in juvenile delinquency and youth development activities during fiscal years 1969 and 1970. Departments for which information is provided include Health, Education, and Welfare; Housing and Urban Development; Justice; Agriculture; and Labor. Also, included in these chapters is information on the activities of the Office of Economic Opportunity, the White House Conference on Children and Youth, and the President's Councils on Youth Opportunities and on Physical Fitness and Sports.

The information contained in these chapters include only those activities of the Federal government that have the most direct bearing on youth development and delinquency prevention, treatment, and control. The material is presented in essentially the same form as submitted by the reporting agency or Department.

CHAPTER IX

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Health Services and Mental Health Administration

The National Institute of Mental Health has specific mandates to be concerned with basic and applied research and training in crime, delinquency and closely related forms of social deviance. Because much of its emphasis is placed on basic research and knowledge development, many of the projects are categorized as prevention efforts, though these projects frequently also have treatment or control implications.

Similarly, many of the projects refer to a range of age groups, and not just specifically to juveniles. For this reason, NIMH has tried where possible, to provide information on those projects which specifically relate to juveniles. However, NIMH has also provided additional information on those projects which, while related to adults, are expected to be applicable also to juveniles. Training projects were not divided, as the work they undertake is not solely related to juveniles. All of the training projects, however, would be in closely related areas. This format is also followed for information related to research and professional service contracts and research fellowships.

The support program of NIMH for juvenile delinquency, crime, and related activities is for basic and applied research, and for training of personnel. While funds are not available for projects concerned essentially with providing service, an important program goal is to closely relate research and training efforts to meet and improve various service needs in the crime and delinquency area. As such, research and personnel training efforts are not considered ends in themselves, but rather serve as means to achieve particular program goals.

FISCAL YEAR 1969

The National Institute of Mental Health committed $12,871,601 in fiscal year 1969 for research and training grants, research and professional service contracts, and research fellowships dealing directly with juvenile delinquency, youth development, or closely related fields.

RESEARCH:

There were 98 research grants totaling $7,067,279 active during FY 1969. Of these research projects, 36 were specifically related to juvenile delinquency or youth problems. While research frequently provides information in many areas, the direction of this research fits into three approximate categories:

> **Prevention** — There were 22 basic research grants related to prevention. These included such studies as a national survey of detected and undetected delinquent activities of a representative sample of youth; epidemiological vectors of deviant behavior in youth; electrodermal activity of delinquents; adult punitive responses to juvenile law violations; and the effects of racial prejudice on interracial violence.
>
> **Rehabilitation and Treatment** — There were 12 research projects related to rehabilitation and treatment of juveniles. These included such projects as differential treatment environments for delinquents; a comparative study of correctional institutions for female juvenile delinquents; an evaluation of behavior modification techniques for the community treatment of juvenile offenders; differential treatment of delinquents in institutions; and, the feasibility of using trained local youth as mental health aides to work with other juveniles.
>
> **Control** — There were 2 research projects relating to the handling and control of juvenile delinquency such as an in-depth study of the juvenile justice system.

There were 62 research projects dealing with closely related aspects of juvenile delinquency and youth development. The research projects in the three approximate categories include:

Prevention – There were 31 research projects related to prevention. These included such studies as a suicide and homicide relationship of victims and offenders, a social psychological study of the Detroit riots, cognitive processes involved in the handling of various social problems; studies of brain dysfunction; and the impact of behavioral science in the urban legal system.

Rehabilitation and Treatment – There were 21 research projects related to rehabilitation and treatment aspects. These included an evaluation of compulsory treatment for alcoholics; a study of a community-oriented half-way home for local offenders; the use of sub-professionals and ex-offenders in the supervision of criminal offenders on parole and probation; a study of treatment of the narcotic addict paroled from correctional institutions; and a study of the reactions of prisoners to institutionalization.

Control – There were 10 research projects related to control and handling of offenders. These included projects such as involvement of citizens in major community crises; study of the origin and control of community violence; a study of police performance in the handling of offenders of sex-related crime; pre-trial diversion of mentally-ill offenders; and an assessment of competency to stand trial.

TRAINING:

There were 118 training grants totaling $5,591,713 active during fiscal year 1969. These grants were given to assist in the training of mental health service professionals, and for the training of researchers in the behavioral and social sciences and for allied professionals such as judges and police officers. Funds were also provided for the training of non-professionals (including ex-offenders) to enable them to perform various research and service roles. In addition there were projects to evaluate innovative training approaches to develop new and more useful training models.

Mental Health Professionals – There were 72 training grants active during fiscal year 1969. This catagory included the training of psychiatrists, psychologists, social workers, and physicians. Such examples include the graduate and field experience for social workers with an emphasis on juvenile delinquency or corrections, for courses in juvenile delinquency, probation, parole, and court procedures, and field work with families with delinquent and neglected adolescents in probation and parole offices and juvenile and family court; and training programs given to physicians, pediatricians, and probation officers on child development and criminal behavior.

Researchers in the Behavioral and Social Sciences, and Forensic Psychiatry – There were 28 such training grants active during fiscal year 1969 with the purpose of stimulating more researchers to enter the crime and delinquency field. The target group is the training of Ph. D. candidates in criminology-sociology and psychology. One program will establish a training and research program for doctoral students in sociology focusing on the criminal law within the broader context of social deviance.

Innovative Training Approaches for Personnel– There were 18 projects active during the fiscal year 1969 developing innovative approaches to the training of non-professionals as well as projects designed to evaluate new training models. One project, for example, was designed to train police officers, correctional treatment personnel, and members of the judiciary in a variety of alternate responses for dealing with situations having high probability for violence.

RESEARCH AND PROFESSIONAL SERVICE CONTRACTS

There were 11 research and professional service contracts totaling $118,609 active during fiscal year 1969 related to the development of monographs in specific areas of crime and delinquency.

RESEARCH FELLOWSHIPS

The Institute provided 13 research fellowships totaling $94,000 for the continuing education of students in specific areas of crime and delinquency.

OTHER ACTIVITIES

The NIMH has a program of support for Community Mental Health Centers providing community mental health services including services for law violators with emotional and mental problems. In fiscal year 1969 there were 376 such community mental health clinics located in all 50 States, the District of Columbia, and Puerto Rico.

The Institute has provided consultation services to state and local agencies through its Mental Health Study Center and the Center for Studies of Crime and Delinquency. The Mental Health Study Center provided approximately 160 consultations to juvenile court judges, probation and social work staffs in the metropolitan Washington, D.C. area in fiscal year 1969. The Center for Studies of Crime and Delinquency provided about 80 consultations to state and local agencies on service programs during fiscal year 1969.

FISCAL YEAR 1970

The National Institute of Mental Health committed $11,618,614 in fiscal year 1970 for research and training grants, research and professional service contracts, and research fellowships dealing directly with juvenile delinquency, youth development, or closely related fields.

RESEARCH

There were 95 research grants totaling $5,593,499 active during FY 1970. Of these, 28 were specifically related to juvenile delinquency or youth problems. The research projects in the three approximate categories include:

> **Prevention** – There were 13 active research projects dealing with prevention directly related to juveniles. These included, in addition to continuation of support for some of the projects in FY 1969, such projects as basic research of the Negro church as a socialization agency for youth; a psychophysiological study of hyperkinetic children prone to delinquency; teenage drinking patterns; and a study of the understanding of the cessation and/or persistence of delinquent and subsequent delinquent behavior.
>
> **Rehabilitation and Treatment** – There were 13 research projects related to the rehabilitation or treatment of juvenile delinquency. These included such examples as programming interpersonal curricula for adolescents; predicting the behavior of adjudged delinquents; a community treatment program for adolescents with emotional and organic impairments; and a evaluation of community treatment for delinquents.
>
> **Control** – There were 2 basic research projects related to broad control aspects of juvenile delinquency such as a study of ideologies of civil disobedience and resistance to laws.

There were 67 research projects dealing with closely related aspects of juvenile delinquency and youth development. The research projects in the three approximate catagories include:

> **Prevention** – There were 35 research projects related to prevention. These included such examples as basic research in chromosome abnormalities and the relationship to aggressive and violent behavior; epidemiological studies of drug dependence; psychosocial implications of poverty and the law; the effects of observing violence on human aggression; and the genesis of problem and normal drinking in adolescents.
>
> **Rehabilitation and Treatment** – There were 21 research projects related to rehabilitation and treatment issues. These included such studies as group psychotherapy for character disorders; the socializing capabilities of wives of offenders; intensive hospital treatment for mentally ill criminal offenders; comprehensive treatment including rehabilitation, crisis intervention, and family aid for the marginally adapted (e.g. ex-offenders, alcoholics, and psychotics); and a study of rehabilitation through recreation.
>
> **Control** – There were 11 research projects related to control issues. These included projects in improving correctional decision making through electronic data processing; quantitative analysis of police encounters; ghetto attitudes toward law enforcement; community controlled sanctions in an urban poverty area; and changes in role concepts of police officers as related to field experience.

TRAINING

There were 124 training grants totaling $5,874,218 active during fiscal year 1970. These grants were given to assist in the training of mental health professionals, researchers in the behavioral and social sciences, and for the training of non-professionals and other innovative training approaches.

> **Mental Health Professionals** – There were 72 grants to support the training and field experiences for psychiatrists, psychologists, social workers and physicians. (See the discussion for FY 1969.) An example of the kind of project supported is the training of social workers, teachers, and counselors in issues related to child psychiatry, social deviance, retardation, and emotional stress of pre-school, school age and adolescent youngsters.

Behavioral and Social Science Researchers and Forensic Psychiatry – There were 33 training grants in this area in fiscal year 1970. Examples included the training of social scientists in demography and ecology issues related to crime and race relations; and internships in criminology related to juvenile delinquency, crime and social deviance, and research methodology.

Innovative Training Approaches for Personnel in Crime and Delinquency – There were 19 such training projects in fiscal year 1970. One example is the training of correctional administrators, planning and research personnel treatment supervisors and line staff, delinquency prevention workers, and graduate students in techniques of differential diagnosis and treatment of juvenile delinquents.

RESEARCH AND PROFESSIONAL SERVICE CONTRACTS

There were 3 research and professional service contracts totaling $33,680 paid during fiscal year 1970. These related to the development of monographs on specific areas of crime and delinquency.

RESEARCH FELLOWSHIPS

There were 15 research fellowships totaling $117,217 awarded for the continuing education of students in specific areas of crime and delinquency.

OTHER ACTIVITIES

There were 420 Community Mental Health Centers funded in fiscal year 1970 providing community mental health services including services for law violators with emotional and mental problems in all 50 States, the District of Columbia, and Puerto Rico.

The Mental Health Study Center staff held a three hour per week sensitivity group for probation officers; provided for consultation for juvenile services; consultation and supervision for probation officers; provided consultation on drug abuse; provided consultation on community activities between the police and youth in the community; developed a radio program on alcoholism and drug abuse for youth; led an evaluation workshop for correctional law enforcement in Maryland; and provided direct services for those labeled juvenile delinquent, criminal, or who participated in anti-social activities although not adjudicated delinquent.

The Center for Studies of Crime and Delinquency provided consultation, technical assistance, and program assistance with mental health and correctional representatives of such organizations as the Conference on Research and Practice in Corrections, California; the Jewish Board of Guardians, New York; the Juvenile Court, Michigan; Seattle Atlantic Street Center, Washington; the Maryland Department of Mental Hygiene; El Paso Child Guidance and Mental Hygiene Consultation Service, Texas; and the Research Council of the National Council on Crime and Delinquency, Illinois.

The National Clearinghouse for Drug Abuse Information was created to provide the public one central office to contact for help regarding drug abuse programs, both government-wide and in the private sector. At the present time, the Clearinghouse is collecting information on all projects related to drug abuse and will be fully functioning in the fall of 1970. A computer data bank will be maintained to give much more detailed answers to inquiries than is now possible. Already part of the Clearinghouse coltion activities is a publication entitled **A Federal Source Book: Answers to the Most Frequently Asked Questions About Drug Abuse,** which contains the latest factual information on federal agencies involved in drug abuse.

The National Clearinghouse for Mental Health Information is being developed as a central source for the collection, analysis, and dissemination of scientific and technical reports and data. Through the use of modern computer techniques, the Clearinghouse provides scientific information on individual request and in the form of recurring and single issue publications. It provides scientific analyses and compilations which present an overall view and synthesis of national and international research activities. Publications include "Crime and Delinquency Abstracts."

NUMBER OF PROJECTS AND AMOUNTS EXPENDED IN FY '69 BY THE NATIONAL INSTITUTE OF MENTAL HEALTH FOR PROGRAMS DIRECTLY AND INDIRECTLY RELATED TO JUVENILE DELINQUENCY AND YOUTH DEVELOPMENT

	Projects Specifically Related to Juvenile Delinquency and Youth Development		Projects Indirectly Related		Total	
	NO. OF PROJECTS	AMOUNT FY '69	NO. OF PROJECTS	AMOUNT FY '69	NO. OF PROJECTS	AMOUNT FY '69
RESEARCH, TOTAL	36	$2,375,963	62	4,691,316	98	7,067,279
Prevention	22	1,240,685	31	2,162,865	53	3,403,550
Rehabilitation and Treatment	12	1,010,748	21	1,667,141	33	2,677,889
Control	2	124,530	10	861,310	12	985,840
TRAINING,TOTAL					118	5,591,713
Mental Health Professionals in Crime and Delinquency Field					72	3,275,826
Researchers in Behavioral and Social Sciences, Forensic Psychiatry					28	1,662,695
Innovative Training Approaches for Personnel in Crime and Delinquency Field					18	653,192
RESEARCH AND PROFESSIONAL SERVICE CONTRACTS					11	118,609
FELLOWSHIPS					13	94,000
				GRAND TOTAL:	240	$12,871,601

NUMBER OF PROJECTS AND AMOUNTS EXPENDED IN FY '70 BY THE NATIONAL INSTITUTE OF MENTAL HEALTH
FOR PROGRAMS DIRECTLY AND INDIRECTLY RELATED TO JUVENILE DELINQUENCY AND YOUTH DEVELOPMENT

	Projects Specifically Related to Juvenile Delinquency and Youth Development		Projects Indirectly Related		Total	
	NO. OF PROJECTS	AMOUNT FY '70	NO. OF PROJECTS	AMOUNT FY '70	NO. OF PROJECTS	AMOUNT FY '70
RESEARCH, TOTAL	28	1,986,822	67	3,606,677	95	5,593,499
Prevention	13	791,663	35	1,774,396	48	2,566,059
Rehabilitation and Treatment	13	1,142,070	21	1,183,181	34	2,325,251
Control	2	53,089	11	649,100	13	702,189
TRAINING, TOTAL					124	5,874,218
Mental Health Professionals in Crime and Delinquency Field					72	3,196,751
Researchers in Behavioral and Social Sciences, Forensic Psychiatry					33	2,029,131
Innovative Approaches for Personnel in Crime and Delinquency Field					19	648,336
RESEARCH AND PROFESSIONAL SERVICE CONTRACTS					3	33,680
FELLOWSHIPS					15	117,217
				GRAND TOTAL:	237	$11,618,614

TABLE 32

TRAINING PROJECTS SUPPORTED BY THE NATIONAL INSTITUTE OF MENTAL HEALTH DIRECTLY AND INDIRECTLY RELATED TO JUVENILE DELINQUENCY BY STATE, FY '69 AND '70

STATE	GRANTEE	No. of projects directly and indirectly related to juvenile delinquency FY '69 & '70	FY '69 FUNDS	FY '70 FUNDS
Alaska	Hospital*	0	0	0
	University	0	0	0
	Miscellaneous	1	0	25,000
Arizona	Hospital	0	0	0
	University	4	61,886	62,505
	Miscellaneous	0	0	0
Arkansas	Hospital	1	25,000	25,000
	University	2	0	0
	Miscellaneous	0	0	0
California	Hospital	5	38,821	66,700
	University	23	667,881	822,715
	Miscellaneous	3	169,346	270,814
Colorado	Hospital	0	0	0
	University	2	38,232	35,163
	Miscellaneous	0	0	0
Connecticut	Hospital	0	0	0
	University	9	207,441	289,925
	Miscellaneous	0	0	0
District of Columbia	Hospital	0	0	0
	University	9	121,832	154,606
	Miscellaneous	0	0	0
Florida	Hospital	0	0	0
	University	5	60,335	49,253
	Miscellaneous	0	0	0
Georgia	Hospital	4	75,772	72,251
	University	3	348,797	442,269
	Miscellaneous	0	0	0
Hawaii	Hospital	0	0	0
	University	1	0	24,840
	Miscellaneous	0	0	0
Illinois	Hospital	0	0	0
	University	7	161,231	96,366
	Miscellaneous	0	0	0
Indiana	Hospital	0	0	0
	University	4	75,964	68,886
	Miscellaneous	0	0	0
Iowa	Hospital	0	0	0
	University	0	0	0
	Miscellaneous	2	9,904	5,292
Kansas	Hospital	0	0	0
	University	1	38,664	32,954
	Miscellaneous	0	0	0
Kentucky	Hospital	0	0	0
	University	3	24,197	69,563
	Miscellaneous	0	0	0
Louisiana	Hospital	0	0	0
	University	8	204,431	166,538
	Miscellaneous	0	0	0
Maryland	Hospital	0	0	0
	University	6	83,339	56,206
	Miscellaneous	0	0	0
Massachusetts	Hospital	6	159,989	135,665
	University	4	121,945	104,719
	Miscellaneous	6	165,198	160,381

STATE	GRANTEE	No. of projects directly and indirectly related to juvenile delinquency FY '69 & '70	FY '69 FUNDS	FY '70 FUNDS
Michigan	Hospital	3	44,186	25,650
	University	6	136,003	130,216
	Miscellaneous	4	64,598	71,623
Minnesota	Hospital	2	24,776	23,742
	University	4	111,988	110,863
	Miscellaneous	0	0	0
Missouri	Hospital	0	0	0
	University	8	231,112	323,171
	Miscellaneous	2	70,579	63,999
Nebraska	Hospital	0	0	0
	University	2	127,245	124,491
	Miscellaneous	0	0	0
New Jersey	Hospital	0	0	0
	University	0	0	0
	Miscellaneous	0	0	0
New York	Hospital	8	280,917	207,217
	University	23	620,973	563,483
	Miscellaneous	0	0	0
North Carolina	Hospital	2	29,700	15,120
	University	2	48,307	49,783
	Miscellaneous	0	0	0
Ohio	Hospital	0	0	0
	University	4	80,922	72,996
	Miscellaneous	0	0	0
Oklahoma	Hospital	0	0	0
	University	2	41,195	36,791
	Miscellaneous	0	0	0
Oregon	Hospital	2	24,980	24,964
	University	2	46,296	43,875
	Miscellaneous	0	0	0
Pennsylvania	Hospital	0	0	0
	University	10	135,546	157,488
	Miscellaneous	2	28,566	8,193
Tennessee	Hospital	5	43,956	106,056
	University	4	72,062	64,088
	Miscellaneous	0	0	0
Texas	Hospital	0	0	0
	University	4	72,062	20,012
	Miscellaneous	0	0	0
Utah	Hospital	0	0	0
	University	2	40,183	34,994
	Miscellaneous	0	0	0
Washington	Hospital	2	25,000	25,000
	University	12	315,927	278,111
	Miscellaneous	0	0	0
West Virginia	Hospital	0	0	0
	University	2	25,406	29,861
	Miscellaneous	0	0	0
Wisconsin	Hospital	0	0	0
	University	1	25,782	0
	Miscellaneous	2	25,000	25,000
TOTALS	Hospital	63	773.097	727,365
	University	265	4,285,485	4,510,551
	Miscellaneous	38	533,131	630,302
		366	5,591,713	5,874,218

* Hospital – Medical Facilities, not Education Related
University – Educational Institutions
Miscellaneous – e.g. private, non-profit research organizations

TABLE 33

RESEARCH PROJECTS SUPPORTED BY THE NATIONAL INSTITUTE OF MENTAL HEALTH DIRECTLY AND INDIRECTLY RELATED TO JUVENILE DELINQUENCY BY STATE, FY '69 AND '70

STATE	GRANTEE	No. of research projects directly and indirectly related to juvenile delinquency, FY '69 & '70	FY '69 FUNDS	FY '70 FUNDS
Alabama	Hospital*	0	0	0
	University	3	13,901	2,066
	Miscellaneous	0	0	0
Arkansas	Hospital	2	94,603	100,000
	University	0	0	0
	Miscellaneous	0	0	0
California	Hospital	2	84,704	63,592
	University	15	462,018	113,432
	Miscellaneous	10	594,728	384,970
Colorado	Hospital	0	0	0
	University	5	139,364	180,672
	Miscellaneous	0	0	0
Connecticut	Hospital	0	0	0
	University	2	63,477	59,926
	Miscellaneous	0	0	0
District of Columbia	Hospital	0	0	0
	University	4	204,879	36,314
	Miscellaneous	1	0	53,095
Florida	Hospital	0	0	0
	University	1	0	101,986
	Miscellaneous	0	0	0
Hawaii	Hospital	0	0	0
	University	1	5,183	0
	Miscellaneous	1	108,060	0
Illinois	Hospital	4	269,679	266,326
	University	9	253,623	347,107
	Miscellaneous	0	0	0
Indiana	Hospital	1	83,501	0
	University	1	0	28,835
	Miscellaneous	0	0	0
Iowa	Hospital	0	0	0
	University	1	2,523	0
	Miscellaneous	0	0	0
Kansas	Hospital	0	0	0
	University	3	42,160	77,818
	Miscellaneous	0	0	0
Kentucky	Hospital	3	0	0
	University	3	61,400	55,174
	Miscellaneous	0	0	0
Louisiana	Hospital	0	0	0
	University	3	33,399	99,535
	Miscellaneous	0	0	0
Maryland	Hospital	6	262,136	141,273
	University	7	107,617	200,578
	Miscellaneous	5	292,594	273,463
Massachusetts	Hospital	3	194,071	50,152
	University	7	339,222	267,081
	Miscellaneous	2	19,380	25,597
Michigan	Hospital	0	0	0
	University	10	272,882	273,294
	Miscellaneous	2	137,998	0

STATE	GRANTEE	No. of research projects directly and indirectly related to juvenile delinquency, FY '69 & '70	FY '69 FUNDS	FY '70 FUNDS
Minnesota	Hospital	1	100,000	0
	University	0	41,803	150,053
	Miscellaneous	1	0	96,038
Missouri	Hospital	1	100,000	0
	University	4	530,002	173,348
	Miscellaneous	2	10,811	107,423
Nevada	Hospital	0	0	0
	University	1	32,965	0
	Miscellaneous	0	0	0
New Jersey	Hospital	0	0	0
	University	5	84,117	110,660
	Miscellaneous	0	0	0
New York	Hospital	4	160,000	162,872
	University	11	601,638	334,208
	Miscellaneous	5	200,263	179,157
North Carolina	Hospital	2	100,000	40,159
	University	3	6,295	59,425
	Miscellaneous	0	0	0
Ohio	Hospital	0	0	0
	University	3	151,966	0
	Miscellaneous	0	0	0
Oklahoma	Hospital	0	0	0
	University	1	0	43,753
	Miscellaneous	0	0	0
Oregon	Hospital	0	0	0
	University	3	97,157	95,644
	Miscellaneous	3	82,744	165,678
Pennsylvania	Hospital	3	176,151	73,347
	University	2	75,027	58,717
	Miscellaneous	0	0	0
South Dakota	Hospital	2	100,000	100,000
	University	0	0	0
	Miscellaneous	0	0	0
Tennessee	Hospital	0	0	0
	University	0	0	0
	Miscellaneous	2	50,171	47,802
Texas	Hospital	2	98,651	100,000
	University	0	0	0
	Miscellaneous	0	0	0
Virginia	Hospital	0	0	0
	University	1	0	0
	Miscellaneous	0	0	5,460
Washington	Hospital	1	0	0
	University	3	8,724	16,357
	Miscellaneous	2	32,373	0
Wisconsin	Hospital	1	0	56,429
	University	4	52,546	172,390
	Miscellaneous	2	30,775	29,288
TOTAL	Hospital	34	1,823,496	1,154,150
	University	118	3,683,888	3,073,838
	Miscellaneous	41	1,559,895	1,365,511
		193	7,067,279	5,593,499

* Hospital – Medical Facilities, not Education Related
University – Educational Institutions
Miscellaneous – e.g. private, non-profit research organizations

Office of Education

The Office of Education administers several programs which relate indirectly to juvenile delinquency and youth development. Although these programs attempt to expand and improve educational opportunity for all citizens, they are particularly important among delinquent and pre-delinquent youth, a majority of whom suffer from varying degrees of education deprivation.

Bureau of Adult,
Vocational and Technical Programs

The Division of Vocational and Technical Education provides grants to States, through State Boards of Vocational Education, to supplement State and local funds used under an approved State plan for vocational education, including construction of vocational education facilities and related services and activities. These may include teacher training and supervision, program evaluation, special demonstration and experimental programs, development of instructional materials, and State administration and leadership. Vocational education programs are available to high school students or to high school students preparing to enter the labor market, to persons in need of training or re-training, and to persons suffering academic, socio-economic or other handicaps.

Vocational education deals with the problem of juvenile delinquency in three different ways: in its regular programs, in special programs designed for dropouts, and in vocational programs in correctional institutions.

Students who find the academic course of instruction difficult to handle because they cannot handle the material, never mastered the communication or computational skills, or are uninterested in the subject matter, often allow their frustrations to result in hostile or heligerent behavior. Course offerings in job-directed education allow them to study for vocations in which they are interested and can succeed. It also gives them a marketable skill so that when they leave school, they can more easily get a job and start earning money and be in a work setting. For programs which have a cooperative work experience component, they can learn and earn simultaneously, under supervision. They can then feel useful in a society in which, under other circumstances, they could not cope. Vocational education offers them motivation, success, and a relevance to their education.

It is estimated that the States used $2,000,000 for State Grant funds for fiscal year 1970 for vocational education programs to help alleviate problems of juvenile delinquency.

In fiscal year 1970, the Division of Vocational and Technical Education awarded a contract specifically aimed at assisting juvenile delinquents, as follows:

Grantee: The Menninger Foundation
Location: Topeka, Kansas

Title: Development of a Planning and Program Guide for the Establishment and Strengthening of Vocational Education in Correctional Institutions for Youthful Offenders.

Period Covered: 6/30/70-3/31/71

Amount of Obligations: $45,000

Discretionary grant programs for Exemplar Projects and Curriculum Development were funded for the first time in fiscal year 1970. None of the 25 Exemplary Projects was aimed directly at juvenile delinquency. However, as these projects concentrate on the academically and socio-economically disadvantaged and handicapped, indirectly they may well help keep youths from becoming delinquents. Table 34 shows the eight Curriculum Development projects most directly related to juvenile delinquents or pre-delinquents.

TABLE 34

OFFICE OF EDUCATION

BUREAU OF ADULT, VOCATIONAL, AND TECHNICAL EDUCATION CURRICULUM DEVELOPMENT PROGRAM DISCRETIONARY GRANTS FOR FISCAL YEAR 1970

LOCATION	TITLE	GRANTEE	PERIOD FUNDED	AMOUNT OF OBLIGATION
Sacramento, California	A curriculum guide for the Social Service Technician Associate Degree Program in Community Colleges	California Community Colleges	6/30/70 7/31/71	$ 23,548
Fort Collins, Colorado	A handbook for Post-Secondary Vocational Administrators utilizing Federal funds	Colorado State University	6/30/70 3/01/71	11,103
District of Columbia	Curriculum guide in Law Enforcement (police science)	University Research Corporation	6/30/70 6/14/71	29,838
Chicago, Illinois	A proposal to include vocational information in a commercially available social studies program	Science Research Associates, Inc.	6/30/70 12/31/71	154,755
Chicago, Illinois	A proposal to develop a national guidance handbook-The Outlook for Careers Through Vocational and Technical Education	Science Research Associates, Inc. .	6/30/70 7/31/71	159,600
Baltimore County, Maryland	Plan of work for preparation of a two-year post high school suggested curriculum guide for urban development assistants	Essex Community College	6/30/70 10/01/71	26,799
Portland, Oregon	A survey of curriculum materials in government agencies (Department of Welfare)	Northwest Regional Education Laboratory	6/30/70 6/30/71	167,074
Austin, Texas	A proposal to develop an update listing of available curriculum-instructional material for occupational training as developed by state	Texas Education Agency	6/30/70 12/31/70	9,508
			TOTAL	$ 582,225

Office of Education

Bureau of Elementary and Secondary Education

The Division of Compensatory Education administers TITLE I of the Elementary and Secondary Education Act of 1965, which was amended in 1966 to include educational activities and services for children in institutions for the neglected or delinquent. This program has two components. One provides funds to local educational agencies as part of their regular TITLE I allocation, to serve children in local institutions. The other provides funds to State educational agencies to serve children in State-operated institutions.

Delinquent children coming to institutions are usually two to four years behind their peers in educational attainment. The majority of funds available are therefore concentrated on remedial activities. Funds are also expended for health and clinical services, cultural and educational enrichment, counseling, and staff development. Project funds for 1969 totalled approximately $13.9 million for State institutions and $10 million for local institutions. All the States (with the exception of Mississippi) and the District of Columbia set up projects in all of their State operated institutions. In 1970 appropriations for State institutions were over $16 million and for local institutions nearly $12 million.

The Division of Plans and Supplementary Centers administers TITLE Eight of the Elementary and Secondary Education Act of 1965. The Act authorizes the use of funds for the reduction and prevention of dropouts in urban and rural schools having a high concentration of children from lower-income families and a high dropout rate. Grants are provided through State educational agencies to encourage programs and districts to develop imaginative solutions to education problems and to create, design, and make intelligent use of supplementary centers. This includes projects to improve motivation and prevent dropouts, and programs involving juvenile delinquents. The Division funded 10 programs in 1969 and continued those same programs in 1970 (Table 38).

TABLE 35

FISCAL YEAR 1969

	DELINQUENT CHILDREN						NEGLECTED CHILDREN					
	STATE AGENCY GRANTS			LOCAL INSTITUTIONS ELIGIBLE TO PARTICIPATE UNDER P.L. 89-750			STATE AGENCY GRANTS			LOCAL INSTITUTIONS ELIGIBLE TO PARTICIPATE UNDER P.L. 89-750		
	Number of Institutions	ADA	Appropriation	Number of Institutions	Number of Eligible Children	Appropriation	Number of Institutions	ADA	Appropriation	Number of Institutions	Number of Eligible Children	Appropriation
TOTALS	216	41,163	$12,459,014	208	14,500	$2,180,734	25	5,169	$1,487,086	964	56,962	$8,590,870
Alabama	3	727	201,852	0	–	–	0	–	–	15	851	118,181
Alaska	2	152	64,785	0	–	–	0	–	–	10	326	75,063
Arizona	2	518	143,823	1	200	31,467	0	–	–	5	216	33,985
Arkansas	4	531	147,432	3	86	11,990	0	–	–	12	735	102,475
California	13	4,731	1,359,311	68	4,514	649,236	0	–	–	32	1,810	280,327
Colorado	4	494	137,159	2	89	12,005	1	104	28,876	16	600	80,930
Connecticut	2	349	116,894	1	62	9,142	1	78	26,125	13	551	81,247
Delaware	2	261	90,374	0	–	–	0	–	–	5	157	25,118
Florida	4	1,374	381,491	2	200	33,279	1	–	–	22	957	159,240
Georgia	7	895	248,497	0	–	–	0	–	–	34	1,744	[illegible]
Hawaii	1	56	17,090	0	–	–	0	–	–	1	38	5,028
Idaho	1	136	37,760	0	–	–	0	–	–	3	93	12,661
Illinois	17	1,983	603,321	6	458	71,330	2	286	86,578	60	3,272	[illegible]
Indiana	3	494	137,159	5	505	68,817	1	438	121,611	27	1,086	147,991
Iowa	2	374	103,841	0	–	–	2	321	89,126	0	204	31,342
Kansas	2	324	92,891	1	49	7,712	0	–	–	10	337	53,038
Kentucky	0	–	–	10	696	95,137	0	141	39,149	32	1,588	217,064
Louisiana	3	1,404	389,821	2	87	12,225	0	–	–	16	809	113,680
Maine	2	311	86,349	0	–	–	0	–	–	7	231	31,719
Maryland	5	1,573	482,828	1	110	14,836	0	–	–	13	429	57,861
Massachusetts	10	788	239,339	6	421	59,711	–	–	–	22	716	101,551
Michigan	2	1,134	342,797	12	871	120,593	1	17	5,139	26	1,541	231,356
Minnesota	6	736	231,340	5	303	49,200	0	–	–	10	310	50,337
Mississippi	2	551	152,985	0	–	0	0	–	–	6	354	49,366
Missouri	3	979	271,819	9	489	70,961	0	–	–	16	724	105,062
Montana	2	193	53,974	0	–	0	1	99	27,686	5	566	87,834
Nebraska	2	236	95,525	1	90	10,585	1	127	35,262	14	1,320	155,250

TABLE 36

	DELINQUENT CHILDREN						NEGLECTED CHILDREN					
	STATE AGENCY GRANTS			LOCAL INSTITUTIONS ELIGIBLE TO PARTICIPATE UNDER P.L. 89-750			STATE AGENCY GRANTS			LOCAL INSTITUTIONS ELIGIBLE TO PARTICIPATE UNDER P.L. 89-750		
	Number of Institutions	ADA	Appropriation	Number of Institutions	Number of Eligible Children	Appropriation	Number of Institutions	ADA	Appropriation	Number of Institutions	Number of Eligible Children	Appropriation
TOTALS	216	41,163	$12,459,014	208	14,500	$2,180,734	25	5,169	$1,487,086	964	56,962	$8,590,870
Nevada	2	191	56,379	2	110	16,217	0	–	–	2	92	13,563
New Hampshire	1	147	40,815	0	–	0	0	–	–	11	419	54,336
New Jersey	9	1,674	593,232	5	260	41,834	0	–	–	15	888	142,879
New Mexico	3	359	99,676	1	10	1,764	0	–	–	13	696	122,759
New York	22	2,611	1,221,635	13	1,488	297,964	0	–	–	68	7,019	1,404,573
North Carolina	7	1,995	553,912	0	–	0	0	–	–	27	2,843	393,849
North Dakota	1	99	27,487	0	–	0	0	–	–	4	142	19,094
Ohio	8	1,989	552,246	12	631	83,296	1	415	115,225	67	3,490	460,795
Oklahoma	4	405	112,448	5	139	19,167	2	362	100,509	22	1,274	175,678
Oregon	2	473	149,440	2	133	21,627	0	–	–	3	145	23,578
Pennsylvania	7	1,002	295,450	15	1,610	239,312	1	535	157,750	87	5,349	795,080
Rhode Island	1	93	27,085	0	–	0	1	47	13,689	3	160	21,272
South Carolina	4	867	240,723	0	–	0	1	210	58,306	14	831	115,790
South Dakota	1	136	37,760	0	–	0	0	–	–	10	2,043	280,582
Tennessee	5	1,117	310,135	2	91	12,675	1	747	207,405	32	1,780	247,924
Texas	4	2,438	676,911	5	225	33,408	3	613	170,199	81	4,572	678,847
Utah	1	240	66,636	0	–	0	0	–	–	0	–	0
Vermont	1	164	45,535	0	–	0	0	–	–	3	25	31,710
Virginia	5	913	253,494	0	–	0	0	–	–	25	1,460	200,991
Washington	10	925	277,426	2	101	14,741	0	–	–	22	616	89,762
West Virginia	3	375	104,119	1	25	3,262	1	61	16,937	13	457	59,638
Wisconsin	4	965	290,330	7	416	62,485	1	98	29,484	18	712	106,946
Wyoming	2	94	27,995	1	30	4,756	1	70	20,847	3	89	14,111
Canal Zone		–	–		–	–		–	–	–	–	–
District of Columbia	3	577	197,888	0	–	0	1	400	137,184	2	78	14,940
Guam		–										
Puerto Rico		–										
Virgin Islands		–										

TABLE 36

1970 FISCAL YEAR

	DELINQUENT CHILDREN				NEGLECTED CHILDREN			
	STATE AGENCY GRANTS		LOCAL INSTITUTIONS ELIGIBLE TO PARTICIPATE UNDER PL89-750		STATE AGENCY GRANTS		LOCAL INSTITUTIONS ELIGIBLE TO PARTICIPATE UNDER PL89-750	
	Number of Children	Appropriation	Number of Children	Appropriation	Number of Children	Appropriation	Number of Children	Appropriation
TOTALS	42,977	$ 14,338,580	14,100	$ 2,449,478	5,171	$ 1,667,907	52,866	$ 9,160,338
Alabama	740	226,618	----	------	----	------	845	134,781
Alaska	108	58,306	----	------	----	------	606	131,053
Arizona	597	182,825	----	------	----	------	191	30,022
Arkansas	531	162,613	----	------	----	------	769	121,554
California	4,660	1,476,195	4,781	760,437	----	------	1,800	286,297
Colorado	509	155,876	60	8,497	107	32,768	492	69,672
Connecticut	300	114,018	115	20,677	94	34,635	320	57,535
Delaware	250	86,575	----	------	----	------	167	26,727
Florida	1,054	343,342	54	8,394	----	------	705	109,596
Georgia	952	291,540	16	2,555	----	------	1,635	261,041
Hawaii	50	15,808	----	------	----	------	31	4,902
Idaho	175	53,592	----	------	----	------	63	9,075
Illinois	2,103	706,103	264	45,502	355	119,195	3,418	589,112
Indiana	136	187,725	382	58,167	437	133,827	1,358	206,782
Iowa	360	110,246	22	3,473	302	92,484	169	26,680
Kansas	311	95,241	101	15,452	----	------	311	47,580
Kentucky	212	64,923	513	82,488	----	------	1,625	261,293
Louisana	1,510	462,422	79	12,453	----	------	341	53,754
Maine	355	108,715	----	------	----	------	176	26,930
Maryland	1,803	615,761	140	24,376	----	------	310	53,976
Massachusetts	747	242,118	390	63,333	----	------	649	105,393
Michigan	1,116	392,341	943	163,993	18	6,328	1,366	237,556
Minnesota	790	265,011	333	57,714	----	------	308	53,381
Mississippi	557	170,576	----	------	----	------	399	63,724
Missouri	932	285,416	533	83,035	----	------	628	97,835
Montana	212	65,512	----	------	95	29,357	579	88,554
Nebraska	225	68,904	161	24,858	100	31,736	1,252	193,309
Nevada	185	60,332	85	12,775	----	------	102	15,329

TABLE 36

1970 FISCAL YEAR

	DELINQUENT CHILDREN				NEGLECTED CHILDREN			
	STATE AGENCY GRANTS		LOCAL INSTITUTIONS ELIGIBLE TO PARTICIPATE UNDER PL89-750		STATE AGENCY GRANTS		LOCAL INSTITUTIONS ELIGIBLE TO PARTICIPATE UNDER PL89-750	
	Number of Children	Appropriation	Number of Children	Appropriation	Number of Children	Appropriation	Number of Children	Appropriation
TOTALS	42,977	$ 14,338,580	14,100	$ 2,449,478	5,171	$ 1,667,907	52,866	$ 9,160,338
New Hampshire	162	49,611	----	-----	----	------	394	55,834
New Jersey	1,443	559,653	352	67,804	----	------	942	181,452
New Mexico	302	92,484	----	-----	----	------	642	111,381
New York	2,747	1,391,328	1,647	430,539	----	------	6,690	1,748,820
North Carolina	2,056	629,629	----	-----	----	------	2,539	400,309
North Dakota	130	39,811	----	-----	----	------	105	15,589
Ohio	2,083	637,898	582	91,511	389	119,127	3,515	552,683
Oklahoma	506	154,957	71	11,145	387	118,515	1,364	214,105
Oregon	619	207,093	95	15,121	----	------	166	26,422
Pennsylvania	1,609	516,875	1,425	233,261	530	170,257	3,465	565,556
Rhode Island	135	45,579	----	-----	186	62,797	153	25,755
South Carolina	865	264,898	19	3,020	193	59,104	1,022	162,461
South Dakota	127	38,892	----	-----	----	------	1,858	291,886
Tennessee	1,257	384,944	97	15,420	747	228,761	1,638	260,399
Texas	2,162	662,091	134	19,895	634	194,156	4,405	653,995
Utah	326	99,834	43	6,317	----	------	24	3,526
Vermont	200	61,270	----	-----	----	------	221	31,266
Virginia	1,175	359,832	----	-----	----	------	1,295	204,615
Washington	1,035	339,314	217	32,899	----	------	721	109,309
West Virginia	310	94,934	32	5,115	40	15,243	443	70,810
Wisconsin	973	326,461	414	69,252	66	26,536	639	106,890
Wyoming	96	30,420	----	-----	51	18,762	----	------
Canal Zone	----	-----	----	-----	----	------	----	------
District of Columbia	702	278,118	----	-----	440	174,319	20	3,832
Guam	----	-----	----	-----	----	------	----	------
Puerto Rico	----	-----	----	-----	----	------	----	------
Virgin Islands	----	-----	----	-----	----	------	----	------

TABLE 37

ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965, P.L. 89-10 AS AMENDED
TITLE I, ASSISTANCE FOR EDUCATIONALLY DEPRIVED CHILDREN

PROGRAMS FOR NEGLECTED AND DELINQUENT CHILDREN

	FISCAL YEARS				
	1967	1968	1969	1970	1971 Estimate
LOCAL INSTITUTIONS					
Delinquent Institutions					
Number of Institutions	172	189	208	217	
Number of Children Eligible to Participate	11,715	13,882	14,500	14,100	
Total Funds Available	$ 2,077,931	$ 2,422,762	$ 2,180,734	$ 2,449,478	$ 2,611,400
Neglected Institutions					
Number of Institutions	829	894	964	929	
Number of Children Eligible to Participate	53,035	55,391	56,962	52,866	
Total Funds Available	$ 9,704,552	$ 9,687,537	$ 8,590,870	$ 9,160,338	$ 10,445,650
Totals for Local Institutions					
Number of Institutions	1,001	1,083	1,172	1,146	
Number of Children Eligible to Participate	64,750	69,273	71,462	66,966	
Total Funds Available	$ 11,782,483	$ 12,110,299	$ 10,771,604	$ 11,609,816	$ 13,057,050
STATE INSTITUTIONS					
Delinquent Institutions					
Number of Institutions	175	177	216	277	
Number of Children Eligible to Participate	36,247	36,630	41,163	42,977	
Total Funds Available	$ 2,037,344	$ 9,168,720	$ 12,459,014	$ 14,338,580	$ 15,733,267
Neglected Institutions					
Number of Institutions	21				
Number of Children Eligible to Participate	4,406				
Total Funds Available	$ 224,809	$ 1,113,455	$ 1,487,086	$ 1,667,907	$ 1,822,479
Totals for State Institutions					
Number of Institutions	196	198	241	251	
Number of Children Eligible to Participate	40,658	41,394	46,332	48,148	
Total Funds Available	$ 2,262,153	$ 10,282,175	$ 13,946,100	$ 16,006,487	$ 30,612,796
TOTALS FOR STATE AND LOCAL INSTITUTIONS					
Number of Institutions	1,197	1,281	1,413	1,397	
Number of Children Eligible to Participate	105,403	110,667	117,794	115,114	
Total Funds Available	$ 14,440,636	$ 22,392,474	$ 24,717,704	$ 27,616,303	$ 30,612,796

TABLE 38

OFFICE OF EDUCATION

DIVISION OF STATE PLANS AND SUPPLEMENTARY CENTERS TITLE VIII GRANTS FOR DROPOUT PREVENTION PROGRAMS FISCAL YEAR 1969 AND FISCAL YEAR 1970

STATE	TITLE	DESCRIPTION	STUDENTS SERVED	1969 FUNDS	1970 FUNDS
Arkansas	**Dropout Prevention through performance contracting**	**Reading and mathematics instruction and community and study skills will be improved through the use of an accelerated learning center. A work-study program and a system for the early identification of potential dropouts will also be developed.**	**7,475 Grades 7-12**	**$ 270,000**	**$ 281,000**
Florida	**Dade County Talent Development Program**	**A vocational and technical education program will provide instruction in mathematics, oral and written English, business skills and practices, and consumer education. A center for self-instruction will offer individualized programs which students may complete for academic credit after regular school hours, thereby enabling them to hold part-time jobs during the day.**	**4,575 Grades 7-12**	**670,000**	**710,000**
Kentucky	**Focus on Dropouts ...A New Design**	**Educational, personal and social problems of potential dropouts will be attacked through a consortium involving two school districts and two institutions of higher learning.**	**4,575 Grades 7-12**	**410,000**	**447,000**
Maryland	**Keep all Pupils in School (KAPS)**	**Emphasis upon modification of the school day will be the focus of a five-component approach to dropout prevention.**	**4,000 Grades 7-12**	**670,000**	**713,182**
Massachusetts	**Project Process for Student Success**	**At the middle school level, a laboratory science program will be initiated; the entire curriculum will be studied and revised; and a community school offering a vocational skill center, an enrichment center, a tutorial center, and adult and family educational courses will be established.**	**5,200 Grades 7-12**	**345,000**	**228,005**

TABLE 38

OFFICE OF EDUCATION

DIVISION OF STATE PLANS AND SUPPLEMENTARY CENTERS TITLE VIII GRANTS FOR DROPOUT PREVENTION PROGRAMS FISCAL YEAR 1969 AND FISCAL YEAR 1970

STATE	TITLE	DESCRIPTION	STUDENTS SERVED	1969 FUNDS	1970 FUNDS
Missouri	Project STAY	Students identified as potential dropouts in an inner city middle school and a high school with a current dropout rate of 19.9 percent will have the opportunity of participating in a variety of programs designed to meet their individual needs.	3,500 Grades 7-12	770,000	760,000
New York	Potential Dropout Recognition and Prevention Program	During and after school hours counselors and social workers, assisted by aides, will work with potential dropouts, their parents, and community agencies in an effort to develop youth programs which will help the student form a positive attitude toward the school and toward himself and his future.	5,430 Grades 7-12	420,000	400,000
Ohio	Project Emerge	Councils composed of school and community personnel, outside consultants, and student representatives will be organized to plan and monitor project activities.	2,500 Grades 7-12	520,000	440,000
South Dakota	Parental Attitude and Student Retention Program	Preparing Lakota Indian parents and students to accept high school and revitalizing the high school program to encourage students to remain in school will be the focus of project activity.	750 Grades 7-12	220,000	220,000
Washington	Seattle Dropout Prevention Program	Each of two junior high schools will develope demonstration pilot projects; one will focus on revitalizing curriculum materials, instructional procedures, and community involvement; and the other will emphasize the development of basic skills through the use of an educational enrichment laboratory, a communications skills laboratory, and instructional planning and development using a team approach. The senior high component will include an expanded counseling program, a work experience program, and a personal development academy for students who have been suspended from school or who are about to leave school for social, economic, or academic reasons.	4,100 Grades 7-12	520,000	915,000

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Office of Education

**Bureau of Library and
Educational Technology**

The Division of Library Programs provides library services to institutions under the Library Services and Construction Act. This Act provides for Federal financial assistance,

> to promote the further extension of public library services to areas which are without such services or with inadequate services;
>
> to construct public library facilities to serve areas which are without library facilities necessary to develop library services;
>
> to establish and maintain local, regional, State, or interstate cooperative networks of libraries for the systematic and effective coordination of the resources of school, public, academic, and special libraries and special information centers;
>
> in Part A, to establish and improve State institutional library services; and, in Part B, to establish and improve library services to physically handicapped persons who are certified by competent authority as unable to read or to use conventional printed materials as a result of physical limitations.

The State Library Agency is responsible for planning how the money is to be spent, for administering its State Plan, and for giving consultant service in setting up and developing libraries and services in eligible institutions.

Examples of some of the Library services provided relating to juvenile delinquency are given in the following paragraphs (See Table 39 for estimated fiscal year 1969 expenditures for juvenile delinquency):

At the State Youth Training Center in St. Anthony, Idaho, which houses 230 juvenile delinquents, ages 8 to 18, Title IV-A funds are being used to refurnish the library and update and add to the library collection which includes films, film strips and recordings as well as books.

The Department of Juvenile Services in Maryland is continuing in FY 1969 a project started in FY 1968 using Title IV-A funds.

A model library project has been established at Boys Village with a stress on providing audiovisual materials. The librarian from Boys Village will work two days a week with other juvenile institutions and funds will be granted for an assistant to work at Boys Village while she is away.

In Ohio at Scioto Village School for Girls (ages 12-17) the library is a good-sized, attractive, up to the minute media center which serves as the general library for the institution as well as school library. They conducted a workshop in story telling which was given by the State Library's Children's Consultant for expectant mothers at the school. It was set up realizing that most of the girls had never read these books or had stories told to them, and hoping to make up to them in some way for what they had missed.

TABLE 39

ESTIMATE OF TITLE IV-A FUNDS SPENT ON YOUTH AND SOCIAL DEVELOPMENT PROGRAMS

(in hundreds)

Alabama	35
Alaska	1200
Arizona	3400
Arkansas	4000
California	6850
Colorado	8000
Connecticut	1000
Delaware	1000
District of Columbia	---
Florida	10000
Georgia	---
Hawaii	---
Idaho	3000
Illinois	4000
Indiana	4000
Iowa	4500
Kansas	---
Kentucky	8500
Louisiana	3000
Maine	11000
Maryland	12000
Massachusetts	50
Michigan	12000
Minnesota	9500
Mississippi	---
Missouri	2500
Montana	---
Nebraska	5000
Nevada	1150
New Hampshire	6500
New Jersey	4500
New Mexico	5000
New York	6000
North Carolina	6500
North Dakota	4500
Ohio	6500
Oklahoma	9900
Oregon	5680
Pennsylvania	20750
Rhode Island	4700
South Carolina	1050
South Dakota	8800
Tennessee	1000
Texas	8000
Utah	9000
Vermont	12000
Virginia	2300
Washington	16700
West Virginia	2000
Wisconsin	1500
Wyoming	10000
American Samoa	---
Guam	---
Puerto Rico	---
Trust Territory	---
Virgin Islands	1200
TOTALS	269,765

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Office of Education

The National Center for Educational Research and Development

The National Center for Educational Research and Development (NCERD) administers a broad program of support for research, development, demonstration, and training. The program includes a Targeted Program in Development and Related Research which will be initiated in fiscal year 1971 to meet specific objectives in educational areas which the Office has identified to have priority. Included in the Program is the Division of Comprehensive Vocational and Technical Programs. Although the Division has not yet received any money, they are planning to receive monies in fiscal year 1971 - one half to be spent in bloc grants and the rest in discretionary funds. The Division will fund any project related to students and learning; for projects dealing with environment, administrators, or instructional systems.

The Fundamental Research Program and Research Training Program has funds available for the support of unsolicited, field initiated research projects. The program enables scientists to investigate matters which are basic to education. The program is presently conducting the only current project in the area of juvenile delinquency being funded by the National Center for Educational Research and Development. Southern Illinois University, Edwardsville is carrying out a study that is designed to examine the treatment potential of intensive interaction between institutionalized delinquent youth and regressed mental patients. The primary concern of this study is to examine the effect on the self concept of delinquents of a relationship in which the delinquent himself is a helper to another human.

The Educational Resources Information Center presently has 28 reports on delinquency, delinquency causes, and delinquency rehabilitation available through their clearinghouses. The Center also maintains an index of all research projects in education indexed by subject and year.

Bureau of Educational Personnel Development

This Bureau is responsible for the administration of the Teacher Corps program. The Teacher Corps has inaugurated a program to train teachers for the inmates of correctional institutions. While the format varies with each institution within the program, the aim of the Teacher Corps is to improve the education and reduce the recidivism of adolescents and young adults, while at the same time seeking change in the way teachers are prepared for correctional teaching.

The Pilot Program in corrections for the Teacher Corps was at Rikers Island Prison. There 15 teacher-interns taught basic education for the high school diploma equivalency test, at the same time studying for their masters degrees at New York University.

While the program at Rikers is now phased out, the VERA Institute of Justice did a study of it in September, 1969. Their findings emphasize the success of this first Teacher Corps group in a corrections setting in guiding 31 young men to high school diplomas out of 72 possible candidates. In addition, more than 10 inmates of this same group were placed in college programs for the coming year, while others are continuing their education in street academies.

Recent legislative changes now recognizes the Corps' work in correctional education. The program now attracts and trains educational personnel to provide relevant remedial, basic, and secondary educational training, including literacy and communications skills for juvenile delinquents, youth offenders and adult criminal offenders, and permits grants or contracts with agencies involved in corrections (See Tables 40 and 41 for additional information).

The Bureau also has responsibilities for the Educational Professions Development Act which provides for the training of educational personnel in order to improve the quality of teaching and help meet critical shortages of adequately trained personnel in the education profession. Under this Act, three grants were awarded in fiscal year 1969 to develop Nationwide Educational Programs for Institutionalized Children. These grants were awarded to the University of Georgia, the Center for the Study of Crime, Delinquency, and Corrections at Southern Illinois University, and to the Western Interstate Commission for Higher Education. Their grants totalled $78,000. No grants were given in fiscal year 1970 beyond those grants awarded in fiscal year 1969.

TABLE 40

1969 TEACHER CORPS PROGRAMS*

Location	Director	Graduate Program/Facilities Served	Corpsmembers	Funds
Connecticut	State Deputy Commissioner of Institutional Services	Department of Education, University of Hartford/School of the Cheshire Reformatory	12 interns 2 team leaders	$ 63,000 – Teacher Corps 64,800 – State of Connecticut
Georgia		University of Georgia Graduate School/ Buford Prison	12 interns	$ 46,087 – Teacher Corps 55,000 – Manpower Development and Training Act
Illinois	Center for the Study of Crime, Delinquency and Corrections at Southern Illinois University	Carbondale Community High School and Pere Marquette Camp for delinquent boys	12 interns 2 team leaders	$ 64,324 – Teacher Corps 1,499 – Teacher Corps 70,847 – Bureau of Educational Personnel Development

*all programs continued in 1970

TABLE 41

NEW TEACHER CORPS PROGRAMS IN 1970

Location	Director	Graduate Program/Facilities Served	Corpsmembers	Funds
California		University of Southern California/ high schools in Compton, Enterprise, El Monte and Jurupa School Districts and the Los Angeles County Special Schools	39 interns	$ 93,008 – Teacher Corps
Oregon	Oregon State Division of Correction and the Oregon Public Schools	University of Oregon/public senior high schools and correctional institutions	33 interns	$ 47,418 – Teacher Corps

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Office of Education

Upward Bound Branch

Upward Bound became one of three programs under the Division of Student Special Services on July 1, 1969. These programs (the other two being Talent Search and Special Services for Disadvantaged Students) work together and separately to meet the needs of individual young persons.

Upward Bound is a precollege preparatory program designed to generate the skills and motivation necessary for success in education beyond high school among young people from low-income families with inadequate secondary school preparation. Students must meet income criteria established by the Commissioner. Upward Bound consists of a summer program lasting from 6-8 weeks and continues through the academic year with programs on Saturdays, tutorial sessions during the week and periodic cultural enrichment programs.

In the Educational Talent Search project the job of talent scouts is "to identify qualified youths of exceptional financial need who have been overlooked or untouched by college recruitment activities, encourage them to complete secondary school and undertake educational training beyond the high school level."

Funds are awarded to academic institutions, colleges, universities and residential secondary schools, to operate institutions, to operate "Upward Bound" projects in accordance with the regulations and guidelines determined by the Commissioner. The Federal cost may not exceed an annual rate of $1,400 per student. Federal funds are made available for FY 70-71 first for existing grantees.

Grantees must contribute at least 20% of the total cost of the program. The Office of Education will fund the balance to a maximum of 80% of the total cost.

Grants have been made to 50 States, the Virgin Islands, Puerto Rico and Guam. There are 292 projects with 24,200 students for FY 1970, totalling $28.3 million.

Social and Rehabilitation Service

Office of Research and Demonstrations

This Office, reflecting the interests of all parts of the Social and Rehabilitation Service, administers a research and demonstration program with the overall aim of improving the organization and delivery of services to handicapped and disadvantaged individuals. Within this Office the Division of Research and Demonstrations includes its program projects on juvenile delinquency and youth development. These projects are administered by the Rehabilitation Research Branch, the Demonstrations Projects Branch and under the Cooperative Research Demonstration Grants Program. The programs are described below.

The Rehabilitation Research Branch purposes are to provide more and better rehabilitations through discovering new principles and concepts basic to the understanding of the rehabilitation process and using such knowledge for the invention and demonstration of improved devices or procedures in vocational rehabilitation. Disabilities which are the concern of this program are emotional, intellectual and physical and include, but are not limited to, mental and personality disorders, alcoholism, drug addiction, loss of capacity due to aging, mental retardation, orthopedic handicaps, speech and hearing defects, and visual disorders. Handicapped individuals are studied in a variety of settings, including hospitals, vocational training facilities, sheltered workshops, schools, prisons and reformatories, and poverty situations.

During both fiscal year 1969 and 1970, the Rehabilitation Research Branch funded 10 projects, wholly or partly devoted to rehabilitation of juvenile offenders, out of 292 new and continuation projects totalling $22 million. The 10 projects mainly concerning juvenile offenders accounted for approximately 5% of the total program costs. These projects were concerned with such topics as use of indigenous aides in gang control, provision of summer camping experience for delinquents, training of the retarded offender, analysis of the rehabilitation needs of the offender, and introduction of legal counseling into the correctional rehabilitation process. Various techniques to substituting constructive for deviant behavior are also the subject of experiment, including providing social models (other youths) for delinquency, teaching delinquents to desensitize themselves to anxiety situations and development of operant methods of altering delinquent behavior. Development of viable community roles for delinquents is emphasized and three projects are in model city neighborhoods.

The Demonstration Projects Branch provides opportunities for State and local welfare agencies to carry out innovative projects to demonstrate ways to improve services to people which should be incorporated into their regular ongoing welfare programs. It also provides a testing ground for Federal innovations such as programs for juvenile offenders, new careers in the administration of justice or improvements in operations of agencies dealing with offenders. The Office also provides funds under this program for the vocational rehabilitation of physically, psychologically and socially disabled persons, the creation of new job opportunities and acts as a disseminator of professional information and new ideas to administrators and policy makers in State agencies.

In fiscal year 1969, the Office funded 122 programs totalling $4 million, eight of which concerned juvenile delinquents. These programs were continued in fiscal year 1970 at the same cost and one new program expressly for juvenile offenders was funded (See Table 42).

The Cooperative Research and Demonstrations Program featured at least one program in fiscal years 1969 and 1970 concentrated entirely on inner-city gang leaders. Called YOU, this program's purpose was to educate problem youth for the business world.

TABLE 42

OFFICE OF RESEARCH' DEMONSTRATIONS AND TRAINING, DIVISION OF RESEARCH AND DEMONSTRATIONS PROJECTS BRANCH FISCAL YEAR 1969

State	Project Title	Brief Description	Funds
Maryland	Community Organization and Services to Improve Family Living – A Model Cities Project	To provide special services in health, housing and family living to large AFDC families to help sustain a pattern of improved family living	$ 128,749
Alaska	School Social Work Project	To provide for the employment of a school social worker for school-related casework services	1,331
California	Needs of Older Children Living Away From Home	A demonstration project in providing foster care for AFDC youth age 16-20 who cannot live with their own families	28,708
Iowa	Summer Youth Opportunity Program	To provide AFDC youth 14-21 with meaningful work experience and an opportunity to save money	2,050
Kentucky	Vocational Opportunities for PA Recipients	Public assistance youth will be assisted in and encouraged to enroll in vocational schools. After training employment help will be provided. Special attention will be given to school dropouts	5,860
Arkansas	Training of the Unskilled and Socially Deprived in Cooperation with the Arkansas Rehabilitation Center	To provide 50 AFDC family heads with youth training at Arkansas Rehabilitation Center. Trainers will be selected from those who have not met acceptance criteria for other training programs	36,062
Arkansas	Summer Youth Opportunity Project	To employ 55 AFDC youth during the summer with emphasis to retain as part-time employees	22,047
Alabama	Purchase of Care for Children in their own or relative's home and emergency services for children in need of protection	To provide payments for child care	35,601
		TOTAL	$ 350,406

FISCAL YEAR 1970

State	Project Title	Brief Description	Funds
Tennessee	Social Services Division, Juvenile Detention Unit	To provide services to the court in three areas: (1) screening; (2) counselling and casework; (3) referral to other community resources	$ 11,874

Rehabilitation Services Administration

Extended and expanded vocational rehabilitation services to the public offender have been developed generally within the regular activities of the State vocational rehabilitation agencies through cooperative arrangements with other agencies. In over 45 States, cooperative programs have been developed for the establishment and operation of vocational rehabilitation units or special services for the public offender. These programs range from the assignment of a rehabilitation counselor to a correctional institution, to the establishment in a reformatory of a comprehensive rehabilitation unit with a full array of staff, equipment and services. The rehabilitation units, such as those found in Georgia, South Carolina, and California, usually include a wide range of services which extend from the time a person is convicted, through his incarceration, and until some time after his release. The services usually include screening, vocational appraisal, prevocational training, specific vocational training, counseling and guidance, job placement and follow-up.

In addition to the Basic Support Program, the use of Expansion and Innovation grants has contributed greatly to the expansion of rehabilitation services to the offender.

The Rehabilitation Services Administration, under these special grant authorities, supported 12 projects related to juvenile delinquency and youth in fiscal year 1969 and 21 in fiscal year 1970. These projects were in areas such as residential facilities for predelinquent adolescents; vocational counseling, training, placement and follow-up; development of workshops for disadvantaged youth; and staffing of evaluation centers.

The number of RSA supported short and long-term training grants for professional education of personnel concerned with rehabilitation of offenders has increased substantially. For example, a short-term grant was awarded for a workshop held at the University of Missouri on "State Agency Consultation as a Means of Developing Coordinated Patterns of Juvenile Coorections and Rehabilitation Services."

Research results and field exoeriences have indicated that the most effective program for the juvenile delinquent should be of a preventative nature, should begin at an early age, and should be entered in the school setting. Although the role of vocational rehabilitation at the elementary school level is primarily a consultative one, cooperative special education-vocational rehabilitation programs within the junior and senior high school have demonstrated significant success in preventing school drop-out and delinquent behavior. These types of programs should be expanded to include other agencies concerned with serving this population.

Office of the Secretary

The **Office of Child Development** was established in July 1969, as the coordinating unit that would administer Head Start and the Children's Bureau's original investigating and reporting functions. The social security and health functions of the Children's Bureau have been transferred into the Social Rehabilitation Services' Community Services Administration and health services offices.

During fiscal year 1969, the Children's Bureau, operating as a part of the Social and Rehabilitation Service, carried significant responsibilities in the field of juvenile delinqunecy. A national statistical reporting program operated by the Bureau collected juvenile court statistics and statistics on public institutions for delinquent children. These reports provide basic information on juvenile delinquency and juvenile delinquency programs in the United States and are now operated by the National Center for Social Statistics, SRS, D/HEW. Consultation was provided to all but two States and to twenty-one foreign countries. Assistance was given for professional consultation, surveys, training activities, evaluators and guide materials in the field of juvenile delinquency and youth-offenses. In Alabama, Nevada, New Mexico, Oklahoma, North Dakota, Florida, Louisiana, Minnesota and Missouri, studies of program facets relating to the control and treatment of delinquency were completed or initiated. These studies focussed on legislative review, detention, police practices, institutional care, probation and parole, training methods, and community planning. A number of publications were also produced and widely disseminated in the courts and juvenile corrections field. In addition, two research projects were funded during the year. The Philadelphia Psychiatric Center conducted a study of three treatment models in delinquency. The Center for Metropolitan Studies conducted a study of law, mental disorders and the juvenile.

The newly created Office of Child Development serves as an advocate, drawing upon the expertise of outside organizations in order to mobilize resources for its constituency. The Office disseminates information of programs around the country and also works with foundations on new directions in the field. The funds available in 1970, the transitional year between the reorganization of the Children's Bureau and its merger with Head Start in the Office of Child Development were $2,068,537 (See Table 43).

TABLE 43

OFFICE OF THE SECRETARY

OFFICE OF CHILD DEVELOPMENT (CHILDREN'S BUREAU) RESEARCH AND DEMONSTRATION GRANTS-FISCAL YEAR 1969-1970

Location	Project Title	Description of Project	Funding Dates	Amount of Obligation
Little Rock, Arkansas	Project ACT: Adolescents in Child Training (1970-1973)	Child development professionals will conduct two kindergartens in high schools as laboratories for students	7/01/70 6/30/71	$ 83,786
Minneapolis, Minnesota	Survey of Youth Development Centers in Universities and Colleges (1970-1972)	Feasibility study to develop a network of university-based youth resource centers	8/01/70- 7/31/71	47,676
Chicago, Illinois	Socio-Cultural Context of Premarital childbirth (1968-1970)	Study of the social aid cultural setting of premarital childbirth	4/01/69- 12/31/70	71,100
			TOTAL	$ 202,562

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Office of the Secretary

The **Office of Youth and Student Affairs** located within the Community and Field Services branch of the Office of the Secretary, functions as a liason between Social Rehabilitation Services and the Office of the Secretary. As an advocate for youth Office staff answers field requests for information on technical assistance or money, sits on panels and review committees, and consults on policy guidelines for youth-related agencies. The Youth Development and Delinquency Prevention Adminstration is among these, as are the National Institutes of Mental Health, the Law Enforcement Assistance Adminstration, the Nationwide Educational Programs for Insitutionalized Children and the Teacher Corps.

CHAPTER X

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Assistant Secretary for Model Cities

Under the Demonstration Cities and Metropolitan Development Act of 1966 (Public Law 89-754), the Assistant Secretary for Model Cities of the Department of Housing and Urban Development administers grants for the conduct of projects in a number of urban areas with a high rate of delinquency. Typical projects supported included juvenile after-care centers, group foster homes for pre-delinquents and delinquents, youth councils, recreation-oriented activities, teen centers, vocational training centers, scholarship programs for disadvantaged youth, youth employment placement centers, drop-in centers, service centers for teenage unwed mothers, youth leadership training activities, programs to reduce the incidence of school drop-outs, new careers programs, youth enterprises programs, legal services to youth, college preparation programs, youth medical careers projects, youth police aide projects, narcotics and substance abuse prevention and rehabilitation activities, and several programs conducted under the auspices of the Big Brother and Upward Bound organizations. The listing of communities conducting projects under this program and the types of projects relevant to delinquency prevention are included in Table 44.

TABLE 44
MODEL CITIES PROJECTS DEALING WITH
DELINQUENCY – FISCAL YEARS 1969 AND 1970

STATE	CITY	PROJECT TITLE
Alabama	Huntsville	Community Residential Center
		Community Service Officer
		Community Crime & Delinquency
		Diagnostic and Treatment Service and Facilities
		Police-School Liaison for MN
		Juvenile Detention Home
		Juvenile Correction Facility
		Law Enforcement Coordination
		Family Court Probation Officers
Arkansas	Texarkana	Commission on Criminal Justice
		Police-Sponsored Drag Strip
		Comprehensive Juvenile Program
		Rehabilitation Services
California	Richmond	Criminal and Delinquency Justice System Study
		Citizens Observation Patrol
		Community Service Officers
		Combined Probation and Parole Service in MN
		Foster Homes
		Recreation and Delinquency Prevention
Colorado	Denver	Legal First Aid Cards
		MNR Education in Problems of Law Enforcement
		Juvenile Court Staff Training
		Training Juvenile Court & Social Agency Staff
		Juvenile Youth Offenses and Control
		Modern Detention Facilities
		Juvenile Detention Center
Florida	Dade County	Florida Probation and Parole Commission
		Youth Aid: Public Safety Department
		Community Relations Board
		Big Brothers & Youth Hall Detainees
		Street Workers Study
		Community Service: Public Safety Department
		Police Community Interaction
	Tampa	Police-Community Relations
		Local Law Court Procedure and Rehabilitation Research
		Training Aids
		MN Half-way House
		Community Service Officer
		Police Citizen Dialogue

TABLE 44
MODEL CITIES PROJECTS DEALING WITH DELINQUENCY – FISCAL YEARS 1969 AND 1970

STATE	CITY	PROJECT TITLE
Georgia	Atlanta	Residential Counseling Center for Parolees
		Crime Prevention Bureau and Community Officers
		Institute for Community Service Officers
		Juvenile Probation Service
		Juvenile Delinquency Neighborhood Aftercare
		Group Foster Homes for Pre-Delinquents and Delinquents
		Coordination of Services
	Gainesville	Juvenile Officers Training
		Study of Judicial System
		Crime Reporting System
		Study of Juvenile Court and Probation
		Juvenile Officers
		Release and Rehabilitation Center
		Police Enforcement and Juvenile Delinquency
		Crime Prevention Program
		Crime Prevention Education Program
		Youth in Action
Hawaii	Honolulu	Neighborhood Safety
		Community Relations Service
		Police as Family Crises Counselors
		Rehabilitation of Glue Sniffers
		Model Family Homes for Juvenile Defenders
		Probation Services
		Parole Services
		Juvenile Facility and Policies
		Community Definitions of Deviant Behavior
		Neighborhood Safety and Community Relations
Illinois	Chicago	Attendance or Truant Officers
		Law Enforcement and Community Relations
		Prevention and Control of Juvenile Delinquency
		State Attorney's Youthful Offender
		Misdemeanant Offenders Assessment and Development
		Youth Services Homes
		Youth Apprentice
		Community Aides
	East St. Louis	Community Service Officer
		Delinquency Correction Prevention Coordination
		Trained Personnel to Work with Delinquents – MN
		Juvenile Delinquency Planning/Review Committee
		Increased Probation Staff in MC
		Juvenile Court Branch
		Police Community Relations
Indiana	Gary	Community Relations Division
		Gang Workers
		Crime Laboratory
		Youth Services Bureau
		P.A.L.
Iowa	Des Moines	Community Correctional Center
		Youth Patrol
		Police-Community Relations
		Community Integration Project
		Drug Control
		Intra-Community Communications
Kansas	Wichita	MN Emergency Crime Report Boxes
		Youth Residence Home for 16-17 yr. old males
		Expansion of Police Community Relations Unit
		Misdemeanor Public Defender System
		Youth Council
Kentucky	Pikeville	Family Legal Services Association Study
		Child Parent Service Center
		Establishment of Youth Bureau
		Information System on Crime and Delinquency
		Expanded Rehabilitation Service

TABLE 44
MODEL CITIES PROJECTS DEALING WITH
DELINQUENCY – FISCAL YEARS 1969 AND 1970

STATE	CITY	PROJECT TITLE
Maine	Portland	Police Communications Service
		Comprehensive Law Enforcement Planning
		Police Youth Aid Bureau
		Reporting and Referral Service
		P.A.L.
Maryland	Baltimore	Half-way Houses for Delinquent
		Big Brothers
		Department of Corrections Probation
Massachusetts	New Bedford	Youth Resources Agency
		Police-Community Relations
		New Careers in Police Dept.
		Comprehensive Data Analysis System
	Cambridge	Youth Resources Bureau
	Boston	Police Community Relations
		Juvenile Delinquency Prevention Training
Michigan	Genesee County (Flint)	Positive Action for Youth
		School-Police-Liaison Officers
		Youth Assistance
		Innovations of Crime Reporting
		Genesee County Probate Court Juvenile Division
	Detroit	Family Court
		Boy's Republic
		Don Bosco Hall
		Boy's Training School
		Vista Maria School
		Wayne County Youth Home
		St. Francis Home for Boys
		Youth Home Improvement (Construction)
		Michigan Dept. of Corrections Field Services
		Federal Probation and Parole Services
		Probation Assistants
		Rehabilitation and Training Services for Women in Trouble
		Crime and Delinquency Implementation Team for MN
		National Crime Information Centers Terminal
		Automated Information System on Offenders
		Administrative Procedure Study
		In-Service training for probation officers
		Standard of Firearms for House of Corrections
		Communications for Street Crimes Survillance
		Metropolitan Crime Laboratory
		Correctional Officers Training At Dehoco
		Dept. of Probation Recorder's Court
		Community Services Program
		Pre-Trial Release Project
		Random Access Microfilm Info.
		Retrieval System
		Community-based Management Info. System
		Youth Opportunity Program
		Middle School Pilot
		Police and Community Relations coordinator
	Highland Park	Pre-Probation and Probation Program
		Cadet and Jr. Cadet Program
Minnesota	St. Paul	Police-School Liaison Officer
		Police-Community Relations Unit
		Youth Counselor Volunteer Coordinator
		Police-Youth Program (Grades 5-9)
		MN Police Drop-In Office
		Juvenile Detention Center
		Courts and Correctional
		Services Improvement

TABLE 44

MODEL CITIES PROJECTS DEALING WITH DELINQUENCY – FISCAL YEARS 1969 AND 1970

STATE	CITY	PROJECT TITLE
Missouri	Kansas City	Anonymous Citizen Hot Line Short-term Training/Parole Probation Aides Family Disturbance Response Team School Assistance Officer Community Group Homes Detached Youth Treatment Residential Center for Offenders Treatment for Misdemeanors
	St. Louis	Police Community Relations
Montana	Helena	Juvenile Defender
New Hampshire	Manchester	Group Therapy Case Finding Study
New Jersey	Newark	Half-way House Street Workers Court Study-Org. and Administrative Systems
	Hoboken	Community Service Corps
	Trenton	Police Community Relations Unit
New Mexico	Albuquerque	Data Resources Development For Juvenile Delinquency
New York	Cohoes	Police-Community Relations Office Juvenile Aid Bureau Teenage Crime and Delinquency Commission
	Poughkeepsie	Recruiting and Training Block Parents
	Buffalo	Community Ed., Rumor Control and Referral Board Family Dispute Unit, Recruitment, Precinct Board
	Poughkeepsie	Center for Female Juveniles Multi-Discipline Probation and Parole Teams
	New York City – Bronx	Drug Abuse Ex-Offender Assistance
	New York City – Brooklyn	Community-Police Relations Community Service Officers Juvenile Justice Research Work Release Centers Rehabilitation Services for Youth
	New York City – Manhattan	Work Release and Community Treatment Centers Youth Recruitment and Training for Police Career
Ohio	Columbus	Alvis House Teacher-Probation Officer Roving Leader Community Relations Officers Bureau of Juvenile Placement Big Brothers Association Juvenile and Domestic Courts
	Toledo	Crime and Delinquency Implementation Staff Community Based Group Home
	Dayton	Juvenile Delinquency Correction Farm
Oklahoma	McAlestar	Equipment and Staff Detention
	Tulsa	Juvenile Delinquency

TABLE 44

MODEL CITIES PROJECTS DEALING WITH
DELINQUENCY – FISCAL YEARS 1969 AND 1970

STATE	CITY	PROJECT TITLE
Oregon	Portland	Police-Community Relations Elementary Education Summer Institute on Law and Justice
Pennsylvania	Reading	Community Relations Educational Leadership Training
	Wilkes-Barre	Community Relations
Rhode Island	Providence	Big Brother (Best Friend) After-care Service Youth Police Community Relations Team Neighborhood Probation Officers
Texas	San Antonio	Police Community Relations Bureau Additional Juvenile Probation Officers in MN Group Workers to Redirect Gang Activity Fieldworkers Doing follow-up on School Drop-outs Worden School-Juvenile Delinquency Prevention Correction-Vocational Rehabilitation
	Texarkana	Juvenile Services Police Effectiveness-Community Relations
	Waco	Minor Court Defender Service Study Police Community Relations Unit Texas Youth Council Parole Office County Juvenile Probation Staffing Youth Services Building Juvenile Police Bureau Juvenile Defender Service
	Eagle Pass	Juvenile Delinquency Program
Virginia	Norfolk	Norfolk Youth Center Juvenile and Domestic Relations Court
Washington	Seattle	Police/Community Involvement Half-way House Parole Study
Puerto Rico	San Juan	Clearing House of Information Alternatives to Institutionalization Youth-Adult Service Bureau

CHAPTER XI

DEPARTMENT OF JUSTICE

Law Enforcement Assistance Adminstration

The Law Enforcement Assistance Administration was created by Title I of the Omnibus Crime Control and Safe Streets Act. The preface to the Title included three objectives: (1) to encourage State and local governments to prepare plans for comprehensive law enforcement; (2) to authorize grants to State and local governments to improve and strengthen law enforcement; and (3) to encourage research in crime control and prevention.

Police, courts and corrections are the major concerns of LEAA. The approaches to these areas vary because the States set their own priorities; however, every aspect to the nation's crime problem is being reviewed including the serious juvenile crime problem.

The Congress appropriated a $63 million budget for fiscal year 1969. The money was spent for action grants, planning grants, academic assistance, research and development, FBI programs, and administration. Action grants accounted for 46% of the total appropriation, over $2 million was spent for public protection, recruiting law enforcement personnel, public education, construction of law enforcement facilities, organized crime prevention and control, riot prevention and control, recruiting and training community service officers. States spent $19 million for planning of law enforcement needs and setting priorities. Other program areas accounted for the remainder of the grant funds, encompassing a wide variety of law enforcement needs.

A review of the 1969 grants reveals that LEAA funded juvenile delinquency action projects in the amount of $2,271,546. In addition, $1,274,541 was allocated to projects that will serve juveniles as well as adult offenders in such areas as training probation officers, training custodial staff for adult and juvenile institutions, establishing specialized police divisions, and research regarding alternatives to institutionalization. Also, the National Institute of Law Enforcement and Criminal Justice funded juvenile delinquency research projects in the amount of $358,379.

In fiscal year 1969, two cities received $19,019 in funds under the Large City Discretionary Grant Program for projects relating for juvenile delinquency (See Table 45).

Table 46 is a list of grants by State for juvenile delinquency projects, and Table 47 is a list of grants made by the National Institute that pertain to juvenile delinquents in, fiscal year 1969.

In fiscal year 1970, a total of $32,850,438 was spent by LEAA for juvenile delinquency. Of this total, $19.2 million was allocated to corrections bloc grants and $9.3 million for prevention bloc grants.

Table 48 is a list of these bloc grant gunds distributed by States; the table also provides a breakdown of corrections and prevention monies.

Discretionary grants in juvenile corrections accounted for $2.9 million. Table 49 lists these grants by State and shows the wide variety of projects undertaken.

In fiscal year 1970, a total of $1,486,298 was awarded in grants under the Large City Discretionary Grant Program for projects relating to juvenile delinquency. A listing of these projects funded is contained in Table 50.

Police programs for juveniles covered five major areas costing $17,086,357. The general plans programs provided alternatives to incarceration, consolidated planning efforts, anti-gang programs, and various task forces. This area accounted for $550,675 nationally. The public education area provided programs to involve youths in prevention projects, regional youth committees and sponsored rehabilitation programs. This second area accounted for $910,896 nationally. The third area concerned prevention programs such as youth services projects, police-juvenile realtions programs, drug abuse programs, and homes for foster and neglected children. Projects in this area totaled $6,106,793. The juvenile court program provided training for court personnel and juvenile officers, and accounted for $1,339,372. The fifth and largest area was dentention and accounted for $1,339,372. The fifth and largest area was detention and rehabilitation which consumed $8,178,618. It provided intensive treatment for hard-core delinquents, high-risk treatment centers, construction of half-way houses and education, training, and referral services sponsored jointly with the corrections division. Table 51 lists the estimated amount spent in police programs by States. In some instances, amounts are not available due to confusing State information.

The National Institute funded eight projects concerned with juvenile delinquents in 1970. Table 52 lists those research projects and provides a brief description of each one.

Table 53 lists projects concerned with juvenile delinquency under court improvement programs, Indian law enforcement programs, and a summer pilot project. These projects accounted for $138,069 in funds in fiscal year 1970.

TABLE 45
LARGE CITY
DISCRETIONARY FUND PROJECTS 1969

PHILADELPHIA, PA.	
Emergency Juvenile Control Project – District Attorney's Program to Reduce Youth Gang Violence	
The project is to develop two one-stop juvenile service centers involving an assortment of relevant disciplines. The project is designed to prevent gang violence and to reduce the potentiality of gang members engaging in Civil Disorders.	**$ 80,267**
SAN ANTONIO, TEXAS	
A First-Offender Program to Control Recidivism Among Juveniles	
The project has as its main objective the reduction in the juvenile delinquency rate by offering an educational program for parents and offenders, counseling, and job placement services.	**$ 18,752**
TOTAL	**$ 99,019**

TABLE 46

PROJECTS SUPPORTED BY THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT – FISCAL YEAR 1969

STATE	PROJECT DESCRIPTION	AMOUNT
Alabama	Juvenile Delinquency Prevention	$ 24,500
Alaska		
Arizona	Juvenile and Adult Probation	25,000*
Arkansas	Hire and Train Juvenile Investigatory and Probationary Personnel	10,000
	Develop Standard Police Procedures for Handling Juveniles	2,000
	Research Socio-Economic Factors in Delinquency	2,000
	Separate Juvenile Offenders from Adults	2,500
	Police-Juvenile Relations (Junior high)	6,000
California	Youth Services Bureau	80,000
	Detention Policy Evaluation	10,000
	Develop Juvenile Half-way Houses	50,000
	Develop Manpower Resources for Juvenile Delinquency Programs Through Staff Training and the Use of Volunteers and New Careerists	30,000
	Develop Strategy for the Ghetto	10,000
	Develop and Test Devices for Evaluating the Juvenile Probation Function	20,000
	Police Training to Deal with Adolescents	10,000
	Statewide Support and Assistance to Educators in the Field of Narcotic, Drug and Alcohol Abuse and Extend Appropriate Treatment to All Those Who May Become Dependent on Narcotics, Drugs or Alcohol (especially juveniles)	50,000
Colorado	Local Detention, Group Care, and Treatment Facilities	6,000
	Mount View Girls Pre-Release Center	3,000
	Group Homes State	2,961
	Group Homes Local	3,600
	In-Service Training for Youth Workers in the Field of Juvenile Delinquency	3,983
	An Educational Introduction to Dangerous Drugs	555
	Youth Service Bureau	4,850
	Supplemental Salary for Juvenile Specialists in Law Enforcement Agencies	1,500
Connecticut	Establishment of Community Group Homes for Juveniles	30,000
	Vocational Training Program at Boys State Correctional School	16,000
	Preventing Crime Through Police Action (subgrants may include schools, proposals to involve young people in police work, etc.)	47,000*
	Develop Community Resources for Noncriminal Dispositions of Offenders (adult and juvenile)	9,600*

TABLE 46

PROJECTS SUPPORTED BY THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT – FISCAL YEAR 1969

STATE	PROJECT DESCRIPTION	AMOUNT
Delaware	Encourage Larger Police Departments to Establish and Maintain Community-Relations Units. (this will include projects in the area of education in the schools)	12,000*
District of Columbia	Program Designed to Develop Rehabilitative Services for Youthful Offenders Through the Legal Aid Society	7,279
Florida	Law Enforcement Training (all areas) will Include Members of Juvenile Justice System	15,000*
	Prevention of Crime (including preventive programs aimed at developing the social and economic skills of juveniles who would not otherwise succeed)	16,915*
	Prevention and Control and Juvenile Delinquency (police, courts, corrections and parole)	19,662
Georgia	Part-Time Probation and Supervisory Personnel for Juvenile Courts	3,000
	Group Homes for Juvenile Offenders	29,120
	Prevention of Juvenile Delinquency and Public Education	17,368
	Psychological and Psychiatric Services for Juvenile Offenders before and during detention	28,248
	Junior Deputy Sheriff's League	10,000
Hawaii	Pilot Intern Program to Counsel Juveniles at the Crime Prevention Division of the Honolulu Police Department	8,051
	Pilot Juvenile Counseling Program (district courts on Maui)	17,253
Idaho	-----------	----
Illinois	Police Department Social Service Officer for Juvenile Delinquency Prevention and Control	24,000
	Juvenile Halfway Houses	68,400
	High School Education Project: Drug Abuse	30,000
	School Therapeutic Intervention	48,542
	High Risk Probation Caseload (Juveniles)	60,000
	Model Correctional Code-Adult and Juvenile	30,000*
	East St. Louis Recreational Plan to Serve Several Thousand Children	150,000
Indiana	Narcotics and Dangerous Drugs Control (Including educating juveniles as to dangers of drug abuse)	40,000*
	Expanded In-service Training (will include training for juvenile police officers)	86,000*
	Training Program for correctional Personel (will include juvenile institutions staff and juvenile probation officers)	36,464*
	Public Education (will include educating young people concerning the criminal practice process and their responsibilities under the law)	30,000*

TABLE 46
PROJECTS SUPPORTED BY THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT – FISCAL YEAR 1969

STATE	PROJECT DESCRIPTION	AMOUNT
Iowa	Local Development of Alternatives to Institutional Treatment of Juvenile Offenders	23,760
	An Educational Introduction to Dangerous Drugs (public schools)	1,260
	Community Detention Center	30,000
	Community Services Bureau (to increase the effectiveness of the administration of justice in minority communities particularly among juveniles)	22,800*
Kansas	Prevention of Crime (public school program) (100,000 grade school students) (1,000 persons trained to work in schools)	6,000
	Increase Effectiveness, Number, and Jurisdiction of Juvenile Probation Officers	30,784
	Separate Pre-adjudication Detention Juvenile Offenders, Possibly Multi-County	8,000
	Improve and Establish Youth Service Bureaus in Cities Over the State	5,000
Kentucky	Mobilization of Community Resources for Prevention and Control of Juvenile Delinquency Youth Services Bureau	57,500
	Group Homes	25,000
	Manual for Volunteer Workers	1,500
	Training for Elementary Teachers	1,500
	Community Resources Coordinator	6,480
Louisiana	------------	---
Maine	------------	---
Maryland	Juvenile Narcotics Abuse Prevention	11,000
	Juvenile Court Counseling	28,104
	Juvenile Narcotics Offender Rehabilitation	8,607
	Juvenile Services Personnel In-Service Training	6,000
Massachusetts	Police Family Crisis Training (Juvenile and adult)	9,495*
	Police Cadets (ages 18-24)	8,000
	In-Service Training for Juvenile Probation Officers	5,000
	Police Juvenile Officer Training	8,000
	Comprehensive Juvenile Delinquency Planning	12,000

TABLE 46

PROJECTS SUPPORTED BY THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT – FISCAL YEAR 1969

STATE	PROJECT DESCRIPTION	AMOUNT
Michigan	**In-service Training for Juvenile Courts Staff and Probation Aides**	104,000
	Police Officer Training in Youth Affairs	39,000
	Police (18-21) Cadets Program, Community Services and para-professional services	15,000
	Manpower Training, Para-Professional Juvenile and Adult Corrections Specialists	10,000*
	Sub-professional Employment of Youths in Police Departments	15,000
	Development of Community Residential Treatment Centers	11,760*
	Special Corrections Personnel Programs	24,000*
	Special Correctional Construction	20,000*
Minnesota	**Regional and Local Detention and Treatment (adult and juvenile)**	72,700*
	Expansion of Educational Curricula to include Crime Prevention and Understanding Law Enforcement (adult and juvenile)	45,565*
Mississippi	**Comprehensive Rehabilitation Programs (adult and juvenile offenders, particular emphasis on the correction of incarcerated youth)**	20,000*
	Standardize Procedures Corrections (adult and juvenile probation and parole services, adult and juvenile detention facilities)	6,000*
Missouri	**Community Group Homes for Juveniles**	43,300
Montana	**Public Education – Prevention of Crime and Community Involvement (specialized programs intended for juveniles)**	6,000
Nebraska	------------	---
Nevada	------------	---
New Hampshire	**Development of Community Awareness of Juvenile Problems**	5,100
	Demonstration of Innovative Use of Probation Personnel (adult and juvenile)	6,000*
New Jersey	**Community Participation in Delinquency Prevention and Community Based Corrections**	190,130
New Mexico	**Improvement of Police-Juvenile Relationships**	95,065
	Training for Juvenile Detention Home Personnel	4,050
	Training for Staff in State Correctional Schools	15,126
New York	------------	---
North Carolina	**Demonstration Projects to Reduce Likelihood of Recidivism (adult and juvenile)**	64,000*
North Dakota	**Juvenile Probation (Alternatives to institutionalization)**	10,000
Ohio	**Study Juvenile and Adult Correctional Services and Detention Facilities**	124,500*

TABLE 46

PROJECTS SUPPORTED BY THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT - FISCAL YEAR 1969

STATE	PROJECT DESCRIPTION	AMOUNT
Oklahoma	------------	---
Oregon	Corrections Facilities and Services Improvements (adult and juvenile)	49,071
Puerto Rico	Prevention and Control of Juvenile Delinquency	25,000
Pennsylvania	Juvenile Delinquency Prevention	30,000
	Juvenile Delinquency Training for Law Enforcement Personnel	30,000
	Juvenile Treatment & Detention Facilities	20,000
	Juvenile Delinquency Rehabilitation, Improved Services	31,000
Philadelphia, Pa.	Emergency Juvenile Control Project – District Attorney's Program to Reduce Youth Gang Violence	80,267
Rhode Island	Community Services Programs in Two Police Departments (officers will be involved in juvenile delinquency prevention programs)	20,000*
South Carolina	Juvenile Police Officers Training	12,000
	Pilot Workshops for Adult and Juvenile Probation and Parole Officers	5,400*
	Pilot Workshops for Adult and Juvenile Custodial Personnel	5,400*
South Dakota	Juvenile Court Center and Model Home Planning	7,500
	Public Education and Community Relations	11,250*
	Academic and In-service Training for Correctional Personnel (adult & juvenile)	3,750*
Tennessee	Revision of State Juvenile Code	600
Texas	Prevention and Control of Juvenile Delinquency (community-based programs)	75,000
	Center for Continuing Education (will train adult and juvenile correctional workers)	67,714*
	Workshop for Prosecutors Having Criminal and Juvenile Jurisdiction	6,500
	Workshop for Judges Having Juvenile Jurisdiction	6,500
	Peace Officer Training (among other categories this training will include working with juvenile offenders)	203,093*
	A first-offender Program to Control Recidivism among juveniles	18,752
Utah	------------	---
Vermont	Youth – Police Relations	6,182

TABLE 46

PROJECTS SUPPORTED BY THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT – FISCAL YEAR 1969

STATE	PROJECT DESCRIPTION	AMOUNT
Virginia	Evaluative Research (emphasis will be given to projects dealing with juvenile delinquency control)	10,025*
	Organized Crime Control (to make the general public, particularly high school students, aware of the magnitude and nature of organized crime in Virginia)	10,025*
	Establishment of Regional and Local Diagnostic, Treatment and Training Centers (particular emphasis on treatment of juveniles)	40,135
	Juvenile Delinquency Preventive Programs	23,400
	Drug Abuse Control Information for Juveniles	8,355
Washington	Establishment and Improvement of Services and Facilities for Local and Regional Detention and Corrections (adult and juvenile)	50,000*
	Intensive Probation Service for Delinquent Youth	18,000
	Private Care of Dependent Youth	18,000
	Identification and Treatment of Deviant Elementary School Youth	60,000
	Youth Program to Prevent Civil Disorders and Delinquency	50,000
	Police – Elementary School Education	15,000
West Virginia	------------	---
Wisconsin	Local Juvenile Delinquency Prevention	54,000
	Private Agency Juvenile Delinquency Prevention	35,000
Wyoming	Research – Juvenile Offenders	7,200
	Special Juvenile Officers	3,600

*Corrections or police projects that will affect adult and juvenile offenders.

TABLE 47

GRANTS AWARDED BY THE NATIONAL

GRANTS AWARDED BY THE NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE FY '69

Grantee: George Washington University, Washington, D.C.
Funds: $ 49,663
Period: From 6/30/69 to 1/31/70
Title: Development and Implementation of a Behavioral/Systems Approach to Prevention and Control of Delinquency and Crime.
Abstract: This study will analyze the effectiveness of our social institutions, education, welfare courts and corrections in the control and treatment of delinquents. It is expected to provide and explanatory framework for social behavior and a program for the management of general systems.

Grantee: City University of New York
Funds: $ 37,746
Period: From 6/30/69 to 12/30/69
Title: Physical Enviroment and Urban Street Behavior
Abstract: This pilot project will explore the impact of physical environment upon urban street behavior in a selected area of New York City. It is based upon the assumption that aspects of the physical environment can be structured in a manner which will channel the creative energies of young people and adults to constructive rather than criminal street behavior. Only a limited amount of research has been done in this area.

Grantee: New Transcentury Foundation, Inc. Washington, D.C.
Funds: $ 87,695
Period: From 6/30/69 to 3/31/70
Title: Youth Involvement Programs – Inventory and Prospectus
Abstract: The objective of the study is to establish criteria for the success or failure of youth involvement programs. It aims to provide a basis for planning crime prevention programs by giving us a baseline evaluation of what has gone before.

Grantee: Institute for Social Research, The Regents of the University of Michigan, Ann Arbor, Michigan
Funds: $ 59,130
Period: From 7/1/69 to 6/30/70
Title: Alternative Responses to School Crisis
Abstract: It is a goal of this project to work with three schools to try out several models of alternative and more creative response to crisis and disruption. It is also a goal of this project to develop and demonstrate programs to create new links between protesting student groups, educational leaders and police officials. Representative of law enforcement systems need to understand better the particular issues and potentials in student-school crises, and the ways they may be most helpful to students and educators. The lattergroups need a better understanding of the potential role of law enforcement systems, and the implications of school unrest for local police and judiciary agencies.

Grantee: Department of State Police, East Lansing, Michigan
Funds: $ 4,985
Period: From 9/1/69 to 8/31/70
Title: Evaluation of Michigan State Police – Public School Liaison Program
Abstract: The intent of the proposal is to secure funds for the completion of an independent, objective, scientific evaluation of an existing police-school liason program by trained social researchers. The Michigan State Police with Western Michigan University have collected data from two school systems with the intent of measuring the attitudes of the school populations toward police officers and law enforcement. It is proposed that federal funds be made available so that after one year's exposure the same researchers may again test for any measurable amounts of attitudinal change and also attempt to determine which of the police school liason activities are most effective and which might have a negative influence.

Grantee: Department of the Youth Authority, State of California, Sacramento
Funds: $ 6,540
Period: From 8/1/69 to 7/31/70
Title: A Rural Community Effort for Attacking Delinquency Priority No. 2 of 10
Abstract: The use of non-professional (college students) in the rehabilitation of Youth Authority parolees in a small community setting. It is believed that the exposure of "non-achievers" (parolees) to "achievers" (college students) in a normal life setting would result in "non-achievers" acquiring social skills necessary to function non-delinquently in society.

Grantee: Minnesota Department of Corrections, St. Paul
Funds: $ 4,555
Period: From 7/1/69 to 6/30/70
Title: Parole Supervision Study
Abstract: The specific aim of the study is to determine if boys who are considered good parole risks can adjust as well on parole without supervision as would an equated group under standard parole supervision.

Grantee: Human Interaction Research Institute, Los Angeles, California
Funds: $ 6,423
Period: From 7/15/69 to 2/16/70
Title: Training Policemen to Deal with Family Disturbances
Abstract: The purpose of the proposal is to train police to deal with "family disturbances" in addition to law enforcement, the apprehension of criminals and crime prevention training.Specifically they will be trained to deal with: (1) offenses against family and children, (2) incorrigible juveniles, (3) family disturbances, and (4) "disturbing the peace" calls.

Grantee: Travis County Juvenile Court, Austin, Texas
Funds: $ 6,000
Period: From 6/15/69 to 9/1/69
Title: Augmentation of Moral Judgement in the Adolescent Juvenile Delinquent
Abstract: The research consists of investigating the effects of modeling behavior on the moral judgement of delinquents. The implications of this research reside in its possible application to the treatment parameters of influence of social reinforcement theory in moral socialization of the child. The results will also provide further classification of

TABLE 47

the relationships between moral judgement and moral behavior.

Grantee: University of the Pacific, Sacramento, California
Funds: $ 5,487
Period: From 6/15/69 to 3/30/70
Title: The Impact of Law Student Aides on the Juvenile Court Process
Abstract: The project proposes that two advanced law students be added to the public defender's staff as juvenile court aides. The questions that the project proposes to study are: (1) the impact that the aides have on the attitudes of the defendants and their families; (2) will they help reduce the Public Defender's workload to the extent that making such an arrangement on a long term basis beneficial; (3) will they learn enough about juvenile court programs to allow law schools to grant credits for such work; and (4) will they become interested in a career in this field?

Grantee: State of Colorado, Department of Institutions, Fort Logan
Funds: $ 4,990
Period: From 11/1/69 to 4/30/69
Title: Factors Influencing Reduction of Recidivism of Paroled Juveniles
Abstract: The State of Colorado proposes to research the Interpersonal trust theory to determine its validity, to develop tools for the measurement of Interpersonal Trust which could be used in any Youth Institution, and to determine some possible criteria upon which the development of staff selection, training and program development of staff selection, training and program development could be based leading to a reasonability of a duplication of the success of the rehabilitative program and consequent reduction of recidivism.

Grantee: The University of Kansas, Lawrence
Funds: $ 5,000
Period: From 7/1/69 to 6/30/70
Title: Juvenile Justice after Gualt: A study of Three State Systems
Abstract: The research objective is to explore the effect of the Supreme Court Gualt decision on the state juvenile courts. Specifically, the effect the decision has on the organization, operation and philosophy of juvenile justice.

Grantee: Mary Holmes Junior College, West Point, Mississippi
Funds: $ 5,845
Period: From 7/1/69 to 3/31/69
Title: Proposed Study Concerning Juvenile Delinquency and Youth Court Reform
Abstract: The proposed research plan involves the following: (1) a general review and analysis of the Youth Court system of Mississippi; (2) the dissemination of information for the benefit of officials involved in the administration of justice to juveniles before the youth courts; and (3) the assistance to the legislature in the formulation and drafting of legislative reforms of youth court statutes.

Grantee: Research Analysis Corporation, McLean, Virginia
Funds: $ 7,960
Period: From 7/1/69 to 10/31/69
Title: A Feasibility Study of Offender Participation in the Dispositional Decision of a Juvenile Court
Abstract: A study is proposed to determine the feasibility of a demonstration project to test whether offender participation in the dispositional decision-making process of the juvenile court is possible and practical, and to discover the probable effects upon the individual offender and the recidivist rates. The study would seek to answer the questions of whether such participation is possible from the standpoint of the court officials, desirable from the standpoint of juvenile offenders, and advantageous, in a measurable way, to the process of rehabilitation.

Grantee: Charles W. Hawkes, Beaumont, Texas
Funds: $ 250
Title: To analyze discrepancies between Juvenile Court Act and Requirements of Recent Supreme Court Decisions. (Manuscript)

Grantee: Sanford J. Fox, Brighton, Massachusetts
Funds: $ 250
Title: Juvenile Court Law (Books). (Manuscript)

Grantee: Dr. Kit G. Johnson, Baltimore, Maryland
Funds: $ 250
Titles: a. Adolescent Drug Use Survey, I - Age and Sex Distribution
b. Adolexcent Drug Use Survey, II - Honesty and Attitudes
c. Adolescent Drug Use Survey, III - Drug Use Correlations
d. Adolescent Drug Use Survey, IV - Demogographic, Social and Environmental Correlations. (Manuscript)

Grantee: Nathan G. Mandel, St. Paul, Minnesota
Funds: $ 250
Title: An Evaluation of Post Release School Behavior Adjustment and Academic Achievement. . . of parolees . . . (Manuscript)

Grantee: Mel Reise, Milwaukee, Wisconsin
Funds: $ 108.50
Title: A Comparison of Delinquent Youth and Typical Youth on the Ego Ideal and Conscience Development Test (EICDT). (Manuscript)

Grantee: Jerome Stumphauzer, Tallahassee, Florida
Funds: $ 89.80
Title: Behavior Modification with Juvenile Delinquents. Increased Delay of Gratification in Youthful Offenders Through Exposure to High-Delay Peer-Models. (Manuscript)

Grantee: Miss Ada Yuet-Ngar Chui, Milwaukee, Wisconsin
Funds: $ 164.95
Title: A Preliminary Evaluation of a Computer Assisted Counseling Program (COASCON) for Delinquent Youth Correction. (Manuscript)

Grantee: National Conference on Citizenship, Rockville, Maryland
Funds: $ 65,000
Period: From 6/30/69 to 12/30/69
Title: Responsible Participation of Youth in Public Life
Abstract: The primary objectives of the research will be to study alienated youth with focus upon an evaluation of in depth case studies in three areas: (1) the university campus; (2) the black community; and (3) the social, economic, and political institutions of American Society.

TABLE 48

DISTRIBUTION OF BLOCK GRANT FUNDS TO JUVENILE CORRECTIONS AND JUVENILE DELINQUENCY PREVENTION FISCAL YEAR 1970

State	Total For Juvenile Delinquency	Juvenile Corrections	Juvenile Delinquency Prevention
Alabama	$ 400,000	$ 280,000	$ 120,000
Alaska	38,280	38,280	----
Arizona	312,000	255,000	57,000
Arkansas	227,050	191,050	36,000
California	2,708,745	1,296,525	1,412,220
Colorado	229,013	213,013	16,000
Connecticut	470,347	391,297	79,050
Delaware	48,304	24,304	24,000
Florida	848,456	546,211	302,245
Georgia	614,969	417,390	197,579
Hawaii	194,440	88,600	105,840
Idaho	94,391	78,527	15,864
Illinois	2,086,000	1,266,000	820,000
Indiana	750,000	650,000	100,000
Iowa	513,861	389,861	124,000
Kansas	223,000	173,000	80,000
Kentucky	1,220,940	580,522	640,418
Louisana	412,108	379,108	33,000
Maine	44,000	20,000	24,000
Maryland	976,910	876,394	400,516
Massachusetts	765,000	620,000	145,000
Michigan	410,700	101,700	309,000
Minnesota	418,800	341,900	76,900
Mississippi	314,226	231,476	82,750
Missouri	944,379	653,379	291,000
Montana	80,000	48,000	32,000
Nebraska	137,230	30,000	107,230
Nevada	50,500	41,500	9,000
New Hampshire	93,540	42,600	50,000
New Jersey	1,555,000	1,150,000	405,000
New Mexico	162,230	122,230	40,000
New York	1,100,000	800,000	300,000
North Carolina	414,008	408,008	60,000
North Dakota	78,000	35,000	43,000
Ohio	1,670,000	720,000	950,000
Oklahoma	429,000	334,000	95,000
Oregon	350,319	228,529	121,790
Pennsylvania	1,265,128	1,225,128	40,000
Rhode Island	251,831	85,060	166,771
South Carolina	308,000	240,000	68,000
South Dakota	15,000	----	15,000
Tennessee	245,000	225,000	20,000
Texas	937,000	751,000	186,000
Utah	400,000	370,000	30,000
Vermont	86,187	68,937	17,250
Virginia	925,000	550,000	375,000
Washington	490,000	470,000	20,000
West Virginia	266,000	247,500	18,500
Wisconsin	850,000	460,000	390,000
Wyoming	74,900	74,900	----
District of Columbia	170,442	84,442	86,000
American Samon	5,000	5,000	----
Guam	----	----	----
Puerto Rico	371,000	224,000	147,000
Virgin Islands	72,000	52,000	20,000
Totals	$ 28,448,234	$ 19,196,371	$ 9,251,863

TABLE 49

DEPARTMENT OF JUSTICE

TITLE I OMNIBUS CRIME CONTROL AND SAFE STREET ACT
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
DISCRETIONARY GRANTS BY CORRECTIONS PROGRAMS DIVISION

1970

STATE	PROJECT DESCRIPTION	AMOUNT
Arizona	New Model of Juvenile Justice System	$ 140,625
	Halfway Houses (1 boys, 1 girls)	85,645
California	Model Parole Workload Unit	168,996
Colorado	Differential Treatment	29,162
	Juvenile Halfway House	82,500
	Mental Health Center (Juveniles)	52,634
Florida	Broward County Juvenile Corrections Center	49,763
	Residential Treatment Center for Juveniles	49,490
Georgia	Social Work Student Unit	73,039
Illinois	Community Integration for Released Youthful Offender	103,289
Kentucky	Multi-community Corrections Center	12,494
	Youth Outreach (Juvenile)	43,216
Louisiana	Project REACH (Juvenile)	155,558
Maryland	Baltimore Metropolitan YMCA Youth Center	112,810
Massachusetts	NE Regional Training Center	200,000
Michigan	Berien County Juvenile Corrections Center	100,000
	Youth Correctional Center Planning	89,500
Minnesota	Arrowhead Regional Detention Center (Juvenile)	125,000
	Hennepin County Volunteer Program (Juvenile section)	10,000
	Communications Skills Laboratory for Juvenile Delinquents	13,200
	Hennepin County Corrections Study (Juvenile section)	25,000
Missouri	Special Probation Services – St. Louis	143,377
Montana	Group Foster Homes	18,000
Nevada	Specialized Foster Homes	35,453
New Jersey	Community Treatment Center (14-16)	88,463
New York	Halfway Houses (1 boys, 1 girls)	120,613
North Carolina	Regional Youth Services Center	190,517
Ohio	Juvenile Corrections Center	65,100
Oregon	Cooperative Delinquency Prevention Teacher Training	53,912
Pennsylvania	Female Corrections Center-Philadelphia	100,000
South Carolina	Central Diagnostic & Community Consultative Services for Local Courts (Juveniles)	200,000
Tennessee	Youth Community Residential Center	95,271
Texas	Student Volunteer Prevention Project	27,000
	Comprehensive Services to Juvenile Delinquents	118,968
	Small Group Care Home for Girls	113,480
Utah	Neighborhood Probation Units	28,342
West Virginia	Regional Juvenile Corrections Center	49,000
Wisconsin	Environ Support Program (Juvenile)	67,332
Wyoming	Group Treatment Homes for Delinquents	51,312

TABLE 50

LARGE CITY DISCRETIONARY FUND PROJECTS—1970

HUNTSVILLE, ALABAMA

Expanded Juvenile Delinquency Program 83,280

To expand Huntsville's juvenile offenders program by a) expanding the prevention program; b) adding mobile patrols in high crime areas; c)providing community service officers; d) adding Youth Auxiliary Police; and e) offering the counseling services of a probation officer.

TEXARKANA, ARKANSAS

Comprehensive Juvenile Services 68,587

To develop a comprehensive juvenile services program providing: (1) a Juvenile Police Bureau; (2) professional probation services; (3) pre-delinquent programs, especially in "Model" neighborhoods and (4) a crisis intervention, multi-purpose home for temporarily housing juveniles in trouble.

DENVER, COLORADO

Model City Police Minority Youth Recruitment Program 150,000

A project to obtain and prepare 120 minority group youths to pass the civil service examination and become probationary police officers through recruitment, evaluation and training.

FRESNO, CALIFORNIA

School Resource and Community Relations Programs 78,759

To enable the City of Fresno to continue its Community Relations and School Resource Officer Programs which will lead to a more meaningful exchange of ideas effecting change and understanding before delinquency patterns are established. It will establish five "school complex" areas with full time officer in each.

JACKSONVILLE, FLORIDA

Juvenile Delinquency and Public Education Demonstration Project 150,000

To provide the city with a coordinated program whose objective is to divert juvenile cases from criminal process and permit juvenile justice system to concentrate on cases which show need for coercive authority. Ten Police Youth Specialists will serve as resource people in selected community school programs to channel the activities of the youths therein.

BOISE, IDAHO

Police Department School Resource Officer Project 44,721

To establish a 2-supervisor, 3 officer unit which will aid youth in developing programs in three schools emphasizing police-youth contact, pre-crisis and crisis intervention; and education of youth.

CAMBRIDGE, MASSACHUSETTS

Community Youth Residence 22,250

A proposal to establish with the city's Model Cities area a community youth residence featuring psychiatric, vocational and recreational services, to be operated by DARE, INC.

ST. LOUIS, MISSOURI

Team Counseling of Hardcore Delinquents 69,275

A community treatment, police and recreation service oriented program utilizing counseling and supportive services and serving an anticipated 125 delinquents.

TABLE 50

LARGE CITY DISCRETIONARY FUND PROJECTS–1970

MANCHESTER, NEW HAMPSHIRE

Comprehensive Youth Service in Manchester 146,250

Establish an Office of Youth Services in the City of Manchester that will facilitate early detection and intervention, coordinate and promote rehabilitative services, identify and treat the causes of delinquency at the local level and, most important, keep young people out of the system. The agency will involve the Courts, Police, Schools, welfare, recreation, Model Cities, neighborhood youth and private agencies.

NEW YORK, NEW YORK

Bronx Community Counseling Project 207,597

This project is to support the Bronx Community Counseling Project of the Volunteer Opportunities, Inc. (a non-profit social service organization). The purpose of the project is primarily to act as a form of youth and adult service bureau to direct juvenile offenders and adult offenders from the criminal justice system. It seeks to place those referred in a program of paid and volunteer community treatment.

WINSTON-SALEM, NORTH CAROLINA

Expansion of Community Services and Juvenile Units 69,995

To expand Winston-Salem's Community Services Unit to adequately serve residents outside the currently serviced Model Cities area.

FARGO, NORTH DAKOTA

Police-Youth Comperative Community Relations Programs 21,320

To increase police/community relations by a police sponsored center to service youth, providing a setting where local youth can discuss problems or complaints with an understanding and helpful adult.

TOLEDO, OHIO

Model Cities Crime and Delinquency Program 75,900

To create a Youth Service Bureau oriented at preventing 6-14 year old youth from being adjudged "delinquent" in juvenile court by helping the individual cope with his situation prior to legal action.

TOLEDO, OHIO

Training Program for Group Leaders at Child Study Institute 12,000

A training program directed at 40 group leaders of the Child Study Institute of the Family Court, Toledo, Ohio. Course content will include Growth of Individual, Child Growth, Social Psychology, Etc.

SMITHVILLE, TENNESSEE

Comprehensive Program for Prevention of Crime and Delinquency, Smithville, Tennessee 9,300

To study crime and delinquency in the Smithville-DeKalb area, institute a program of continuous guidance counseling and establish and achieve goals that focus upon prevention.

WACO, TEXAS

Juvenile Center Achievement School 47,180

To provide a program incorporating the latest innovations in education, technology, and the behavioral sciences to take care of the academic and social needs of approximately 200 potential student dropouts, grades 6-9.

MILWAUKEE, WISCONSIN

Intensive Drug Abuse Prevention Education Program 73,531

A comprehensive educational program directed toward the 72,000 children in grades 7-12 in the city's public schools. In addition, similar programs will be provided in parent-teacher organizations, church groups, and civic organizations.

TABLE 51

GRANTS BY POLICE PROGRAMS DIVISION FOR JUVENILES
1970
(ESTIMATED AMOUNTS)

Alabama	$ 400,000	Nebraska	--*
Alaska	--*	Nevada	48,000
Arizona	275,000	New Hampshire	62,040
Arkansas	179,050	New Jersey	1,280,000
California	2,593,050	New Mexico	22,250
Colorado	198,823	New York	73,980
Connecticut	--*	North Carolina	419,150
Delaware	--*	North Dakota	50,000
District of Columbia	133,709	Ohio	1,340,000
Florida	643,956	Oklahoma	219,000
Georgia	593,429	Oregon	71,790
Hawaii	116,400	Pennsylvania	--*
Idaho	103,767	Rhode Island	--*
Illinois	800,000	South Carolina	261,900
Indiana	750,000	South Dakota	15,000
Iowa	349,861	Tennessee	--*
Kansas	150,000	Texas	353,000
Kentucky	585,281	Utah	--
Louisana	259,108	Vermont	13,250
Maine	21,000	Virginia	415,000
Maryland	$ 238,873	Washington	--*
Massachusetts	--*	West Virginia	307,500
Michigan	1,383,000	Wisconsin	740,000
Minnesota	--*	Wyoming	--
Mississippi	233,976	Samoa	--
Missouri	1,002,802	Guam	43,117
Montana	65,000	Puerto Rico	295,295
		Virgin Islands	60,000

*Unable to determine from State information.

TABLE 52

NATIONAL INSTITUTE OF LAW
ENFORCEMENT AND CRIMINAL JUSTICE
FISCAL YEAR 1970

NI 70-027	$ 122,578 From 4/15/70 – 7/14/71
Grantee:	Temple University, Commonwealth System of Higher Education, Philadelphia, Pennsylvania
Title:	Study of Delinquency and Criminal Careers
Principal Investigator:	Michael Lalli, Ph. D.
Abstract:	This project is a longitudinal investigation of 600 families to study the manner and social processes by which their sons enter into, maintain, and abandon delinquency, adult crime, the use of alcohol, soft and hard drugs, legitimate and illegitimate work careers, gang life. Dropping out of school, courtship and marital patterns, and involvement in militant movements are also being examined. This analysis will permit determination of when, how, and why some youths, but not others, begin and retain or abandon some forms of prescribed and proscribed behavior.

NI 70-039	$ 67,886 From 6/30/70 – 6/30/71
Grantee:	Scientific Analysis Corp., San Francisco, California
Title:	Illegal Behavior in the Student Community
Director:	Donald L. Wielder, Ph. D., and Donald H. Zimmerman, Ph. D.
Abstract:	This study will examine the social and cultural bases of youthful drug use, with particular reference to the process by which this form of deviant behavior is engaged in and legitimated by different types of drug users. School performance, political orientation, involvement in crime, and participation in campus conflict will be considered in terms of their relationship to the culture of drug use. The campus study will also consider the techniques of acquisition and control of drugs by a sample of those most heavily involved in drug use.

NI 70-045	$ 19,848 From 6/1/70 – 9/1/70
Grantee:	Puget Sound Governmental Conference, Seattle, Washington
Title:	Assessment of Alternatives to Incarceration
Principal Investigator:	Merlyn S. Matthews
Abstract:	This project is the exploratory phase of a comparative study of community treatment programs, commonly known as half-way houses. The larger study will focus on the operations of different community treatment programs and their multiple impacts on a variety of offenders.

NI 70-063	$ 17,470 From 6/1/70 – 8/1/71
Grantee:	Stanford University, Stanford, California
Title:	Community Involvement and High School Crime
Director:	John W. Meyer, Ph.D.
Abstract:	This project will identify, through a reanalysis of the 1965 Equality of Education Opportunity survey (the Coleman Report), the characteristics of schools and surrounding communities which experience severe problems of delinquency and vandalism in the schools. It is expected that this analysis will suggest program ideas for reducing school violence. The project will also involve a preliminary study of several schools to discover what programs are now being conducted to control school delinquency and whether schools would be willing to try new approaches to reduce the level of violence.

NI 70-081	$ 25,863 From 6/1/70 – 9/30/70
Grantee:	University of South Florida, Tampa, Florida
Title:	Evaluation of the Walter Scott Criswell House Guided Group Interaction Program
Director:	Dr. Mitchell Silverman
Abstract:	This project is a feasibility study to test a methodology for evaluating guided group interaction (GGI), a widely-used correctional treatment program. The methodology consists of analysis of the behavior change in boys during GGI as it relates to changes occurring outside the GGI sessions and after they return to the community. GGI sessions will be videotaped and analyzed. Behavior evaluations will also be gathered from peers, GGI group leaders, and employers. If successful, the methodology could be used for evaluation of various correctional treatment programs.

PILOT GRANT PROGRAMS

NI 70-065-P6-7	$ 9,820 From 7/01/70 – 12/30/70
Grantee:	Research Analysis Corporation, McLean, Va.
Title:	A Survey of Techniques to Reduce Vandalism and Delinquency in Schools
Principal Investigator:	Howard C. Olson
Abstract:	This study will use questionnaires and interviews to search out solutions to the problems of youthful delinquency and vandalism. The solutions which are uncovered will be put together in a handbook for use by school, police, and court officials.

NI 70-065-PG-20	$ 9,750 From 6/15/70 – 10/15/70
Grantee:	Center for the Study of Man, University of Notre Dame, Indiana
Title:	A study of Drug Use
Principal Investigator:	Bernard Lander
Abstract:	This project is designed to complete prior investigation in the area of drug abuse. It includes not only a study of addicts but also their non-addicted siblings in the setting of one of New York City's major narcotic centers. The data which has been gathered will be analyzed and results disseminated to all interested agencies.

NI 70-065-PG-21	$ 10,000 From 9/70 – 9/71
Grantee:	Department of Psychology, University of Utah, Salt Lake City, Utah
Title:	Use of the Physical Enviroment in a Youth Rehabilitation Setting
Principal Investigator:	Irwin Altman
Abstract:	This research will examine relationships between use of the physical enviroment by boys in a corrections institution and occurrence of disruptive behavior. The project also has potential long-range applications to the problem of resigning the physical and architectural plans of institutional enviroments in order to facilitate the rehabilitation process.

TABLE 53

OTHER JUVENILE DELINQUENCY RELATED GRANTS – 1970

COURT IMPROVEMENT PROGRAMS

Pilot Project for Regional Interdisciplinary Workshops for Juvenile Justice Personnel – National Judges Seminar To provide training for juvenile court judges to improve thier competency and to develop a curriculum and faculty to conduct regional programs for both juvenile court judges and related law enforcement personnel.	30,915

INDIAN LAW ENFORCEMENT PROGRAMS

White Mountain Apache Tribe – Delinquency Prevention and Control Training Program This is an Indian Revervation project designed to involve the total Indian community with problems relating to delinquent and pre-delinquent. The emphasis deals with training programs to inform citizens of all ages, their responsibility within the Indian Criminal Justice System, and to acquaint these individuals with existing Tribal Law.	29,994
San Carlos Apache Indian Tribe – Juvenile Delinquency Prevention Program To involve the San Carlos Apache Indian Tribe in a program acquainting citizens with the responsibilities of their law enforcement personnel and with their responsibilities regarding adult and juvenile offenders within the reservation.	12,660
Mississippi Band of Choctaw Indians – Specialized Juvenile Delinquency Training To train eight employees for one month in child management, counseling techniques, recreation, community organization, use of available resources and security measures in order to begin efforts to reduce juvenile delinquency on the Choctaw Reservation.	3,500

MISCELLANEOUS

Summer Educational Pilot Project – 140 boys between the ages of 12 to 14 at Fort Meade, Maryland This project consists of an experimental summer program of six weeks duration for 140 boys between the ages of 12 to 14, Fort Meade, Maryland. The project will establish micro-societies involving several units of 20 youngsters, plus one teacher in a self contained life-like environment. The objectives being to advance the learning skills and motivation towards good citizenship of the participants and develop a nucleus of youngsters, counselors and teachers who can contribute to the advancement of their communities and themselves through participation in follow-up programs.	61,000

CHAPTER XII

DEPARTMENT OF AGRICULTURE

Federal Extension Services

The 4-H Program is operated by the United States Department of Agriculture Land-Grant university system's Cooperative Extension Service in cooperation with the National 4-H Club Foundation and the National 4-H Service Committee. It depends largely on volunteer leaders and State and local 4-H foundations and extension committees. The program costs about $90 million a year (in approximately equal amounts from Federal, State and local governments and private interests) and now involves nearly 4 million youth between 9 and 19. There are 57 different types of projects – in 1969, nearly 7 million projects were active. The cost per member is about $25 but can run as high as $70 in rural and urban low-income areas. Urban programs (in towns over 10,000, cities and suburbs) account for 23% of the total enrollment. Over 400 public housing projects have 4-H programs as well as more than 200 major cities (see Table 54).

Cooperative Extension Service agents work through schools, churches, service clubs, public housing directors, juvenile correctional institutions, neighborhood councils and centers, community action panels, etc., to introduce 4-H programs and methods. Professional Extension staff are assisting in the program through the use of paid program assistance and by volunteer adult and teen-age leaders.

A variety of projects, programs and approaches is underway throughout the country. Following are brief summaries of successful 4-H programs which have been reported to the 4-H Division:

> **Providence, Rhode Island** – The Cooperative Extension Service established this program to reach troubled youth in a very deprived area. Young people were approached through organized recreation and sports. Special needs funds from the Federal Extension Service were used to launch the effort. The Extension office is a store front facility in the neighborhood. VISTA workers, Brown University students and others teach projects.
>
> **Hartford, Connecticut** – This program was initiated with Puerto Rican youth in 1963. The staff now works also with black and white youth in designated areas. Teachers and Hartford College students serve as leaders. An urban 4-H agent is employed and the program is now being expanded through the new Southern Arsenal University Center. Extension is now part of the Greater Hartford Community Renewal Team, financed by the Connecticut Department of Community Affairs.
>
> **Syracuse, New York** – This program was established to motivate youth to stay in school, acquaint them with educational and training opportunities, and prepare older youth for gainful employment. Indigenous program aides assist in organization and teaching. Projects include electricity, electronics, and 4-H chefs. Personnel from General Electric provide some technical help.
>
> **Salem City, New Jersey** – 4-H Extension and the schools jointly devised an after school program for disadvantaged youth from homes where both parents work. The schools provided facilities and the Extension service outlined the program and trained volunteers. Nearly 400 youth were enrolled for six weeks, receiving experience in indoor gardening, dog care, electricity, woodworking, leather crafts, clothing, food-nutrition and knitting.
>
> **Wilmington, Delaware** – Cooperative Extension is working with the city of Wilmington in establishing and maintaining youth centers. Two facilities have been provided in areas where little recreation or other leisure activity is available for low-income youth.
>
> **Chicago, Illinois** – 1970 girls and boys were reached in the 4-H program in Chicago in 1967. Popular projects were baking, clothing, mosiacs, reading, child care, writing, photography, art and junior leadership. Special learning events included: 4-H Club-O-Rama (exhibits), public speaking, demonstrations and camp. Over one-half of the members were teenagers.
>
> **Kansas City & St. Louis, Missouri** – Combined 4-H enrollment in these two cities is nearly 4,000 youth. Most of the clubs are conducted in cooperation with public housing projects. Program Assistants and Program Aides recruit and train indigenous leaders who teach the girls and boys directly. Special effort is directed toward skills in using commodity foods, and clothing renovation. Activities include: project meetings, camp, achievement programs, dress reviews and banquets for pre-teens.

TABLE 54

TOTAL YOUTH REACHED THROUGH 4-H DEVELOPMENT PROGRAMS FY-70

Alabama	155,276	Montana	23,889
Alaska	2,775	Nebraska	49,334
Arizona	13,098	Nevada	26,829
Arkansas	53,435	New Hampshire	26,603
California	58,803	New Jersey	91,809
Cororado	36,565	New Mexico	21,436
Connecticut	17,226	New York	307,730
Delaware	9,510	North Carolina	187,241
Florida	120,217	North Dakota	30,036
Georgia	166,600	Ohio	145,488
Hawaii	11,357	Oklahoma	101,827
Idaho	26,322	Oregon	62,938
Illinois	127,933	Pennsylvania	108,480
Indiana	149,327	Rhode Island	14,274
Iowa	84,677	South Carolina	65,811
Kansas	46,134	South Dakota	29,935
Kentucky	152,093	Tennessee	138,369
Louisiana	139,562	Texas	96,368
Maine	31,236	Utah	31,991
Maryland	38,333	Vermont	18,317
Massachusetts	29,891	Virginia	179,042
Michigan	149,407	Washington	32,030
Minnesota	95,521	West Virginia	69,778
Mississippi	75,904	Wisconsin	128,490
Missouri	92,098	Wyoming	17,297
		TOTAL	3,941,974

CHAPTER XIII
DEPARTMENT OF LABOR

Manpower Administration

The United States Department of Labor's Manpower Administration administers three types of youth serving activities under the Neighborhood Youth Corps Program authorized by the Economic Opportunity Act of 1964. The "In-School" program provides part time employment, on the job training and useful work experience for youth still in school who are in need of money to remain in school. The "Out-of-School" Program provides work and training and sufficient supportive services to obtain meaningful permanent employment for unemployed or underemployed low-income persons. The summer program is designed to offer training, work experience and income to help disadvantaged youth return to school in the fall. Data of fiscal year support of such activities is included in Table 55.

The Manpower Administration also administer a program under the Manpower Development and Training Act which provides inmates of correctional institutions with vocational and on the job training, remedial education and supportive. Under this program the administration aided over 82,000 youth in 1969; preliminary reports for 1970 estimate that nearly 65,000 youth (under 22) will be aided (Table 56).

Job Corps

The Job Corps is a residential training program for disadvantaged youth from 16 - 21. It provided training and follow-up services such as placement in jobs, other training programs, in schools, or in the Armed Forces. In addition, the Job Corps tests, develops and disseminates new techniques for training. Enrollees receive room and board and various monthly allowances depending on need and family dependency.

In 1969, the Job Corps funds totaled $278,097,000 with 53,002 enrollees. The estimated obligation for 1970 is $171,600,000 (Table 57).

TABLE 55

FISCAL YEAR 1969

Type of Project	Youth Served	Federal Share
(1,493 active projects)		
In-school	84,300	$ 49,048,000
Out-of-school	74,500	123,721,000
Summer	345,300	147,927,000
TOTAL	504,100	$ 320,696,000

FISCAL YEAR 1970

Type of Project	Youth Served	Federal Share
(1,478 active projects)		
In-school	74,400	$ 57,513,000
Out-of-school	46,200	96,641,000
Summer (June only)	218,400	150,417,000
TOTAL	339,000	$ 304,571,000

TABLE 56

MANPOWER DEVELOPMENT AND TRAINING ACT PROGRAM
IN CORRECTIONAL INSTITUTIONS

	Total Youth Served	On-the-job Training	Number of Projects	Federal Share
Fiscal Year 1969	82,670	32,045	2,863	$ 98,353,550
Fiscal Year 1970 (est.)	64,800	24,000	2,448	$ 100,650,000

TABLE 57

JOB CORPS ENROLLMENTS AND FEDERAL OBLIGATIONS

Fiscal Year 1969

STATE	ENROLLMENTS	FEDERAL OBLIGATIONS (thousands)
ALABAMA	1,976	$ 10,368
ALASKA	51	356
ARIZONA	561	2,942
ARKANSAS	1,214	6,368
CALIFORNIA	4,337	22,751
COLORADO	663	3,473
CONNECTICUT	225	1,179
DELAWARE	137	718
DISTRICT OF COLUMBIA	353	1,852
FLORIDA	2,591	13,593
GEORGIA	2,743	14,392
HAWAII	410	2,144
IDAHO	81	420
ILLINOIS	1,213	6,363
INDIANA	632	3,315
IOWA	388	2,036
KANSAS	462	2,422
KENTUCKY	954	5,000
LOUISIANA	2,677	14,044
MAINE	133	693
MARYLAND	1,236	6,480
MASSACHUSETTS	299	1,569
MICHIGAN	1,093	5,734
MINNESOTA	137	717
MISSISSIPPI	2,341	12,278
MISSOURI	1,185	6,238
MONTANA	310	1,621
NEBRASKA	200	1,048
NEVADA	69	362
NEW HAMPSHIRE	54	278
NEW JERSEY	674	3,535
NEW MEXICO	469	2,456
NEW YORK	3,167	16,616
NORTH CAROLINA	2,357	12,367
NORTH DAKOTA	111	581
OHIO	1,477	7,748
OKLAHOMA	967	5,072
OREGON	432	2,266
PENNSYLVANIA	1,797	9,427
PUERTO RICO	841	4,411
RHODE ISLAND	47	245
SOUTH CAROLINA	1,778	8,327
SOUTH DAKOTA	294	2,541
TENNESSEE	1,302	6,830
TEXAS	4,402	23,096
UTAH	101	528
VERMONT	31	161
VIRGINIA	2,343	12,292
VIRGIN ISLANDS	220	1,154
WASHINGTON	405	2,125
WEST VIRGINIA	591	3,101
WISCONSIN	380	1,988
WYOMING	91	476
Totals	$ 53,002	$ 278,097

CHAPTER XIV

OFFICE OF ECONOMIC OPPORTUNITY

Office of Economic Opportunity

The **Office of Legal Services** has recently opened a National Juvenile Law Center at the University of St. Louis. The facility will provide expertise on juvenile law, draft model legislation and model briefs and act as a service facility for all legal services offices throughout the country. The address for the Center is:

National Juvenile Law Center
University of St. Louis
Professor Donald King, Law School
3642 Lindell Boulevard
St. Louis, Missouri 63108

The **Office of Program Development** has several programs in operation which affect delinquent juveniles and pre-delinquent juveniles. The Office made $1.5 million available to the President's Council on Youth Opportunities for Youth Coordinators at the State and local level. Through 409 Community Action Agencies, the Office administers a youth development program. Despite its emphasis in 1969 on summer recreation, the program is moving toward a year-round project.

The Office also operates Project Newgate, an experimental education program designed for inmates of correctional institutions (about 60% of the participants are under 25) for college education. It combines pre-college and college level instruction with counseling and pre-school training.

The original Newgate project was developed at the Oregon State Penitentiary in Salem, Oregon, by Dr. Thomas E. Gaddis, author of **The Birdman of Alcatraz** in cooperation with the Division of Continuing Education of the Oregon State System of Higher Education. Four additional projects have been funded to date (Table 59).

The OEO **Office of Health Affairs** - Addiction and Mental Health Services-funded 9 projects dealing with rehabilitation of young drug addicts in fiscal year 1970 and 6 in fiscal year 1969 (Table 58). Most of the programs do engage in educational activities although they deal with youngsters simply experimenting with drugs to hardcore addicts. These comprehensive drug rehabilitation programs are operated through Community Action Agencies or their delegate organizations.

The Tacoma, Washington and the East Los Angeles rehabilitation projects have the largest educational programs, including curriculum development for local schools and teacher education components. The New Jersey Regional Drug Abuse Agency, Inc., with community bases in Hudson and Essex counties, uses a modified therapeutic community as a halfway house for former addicts. The project has also established outreach centers in localities throughout the State. In New York, the Addiction Service Agency, Inc., starts with children six years old and introduces them to an alternative life style in an experiment with "juvenile evaluation and prevention units."

TABLE 58
OEO YOUTH PROJECTS

1970 DRUG REHABILITATION PROJECTS FOR YOUTH	
Los Angeles, California	$ 689,220
Washington, D.C.	482,640
Boston, Massachusetts	397,007
Detroit, Michigan	476,213
New Jersey	850,000
New York City	1,719,673
Philidelphia, Pennsylvania	251,390
Richmond, Virginia	169,240
Vermont (prevention)	250,000

1969 DRUG REHABILITATION PROJECTS FOR YOUTH	
Los Angeles, California	689,220
Washington, D.C.	287,947
Chicago, Illinois	299,520
New Jersey	850,000
New York, New York	1,717,390
San Antonio, Texas	417,917

TABLE 59
PROJECT NEWGATE GRANTS (OEO)

LOCATION	INSTITUTIONS	ESTIMATE OF JUVENILE PARTICIPANTS 1969 and 1970	LOCATION	INSTITUTIONS	ESTIMATE OF JUVENILE PARTICIPANTS 1969 and 1970
KENTUCKY	Morehead State University/ Ashland Federal Youth Center	120	NEW MEXICO	Eastern New Mexico University/ New Mexico State Penitentiary	80
MINNESOTA	University of Minnesota/ Minnesota Reformatory for Men at St. Cloud	55	OREGON	University of Portland/Oregon State Penitentiary	125 (since 1967)
			PENNSYLVANIA	Pennsylvania State University/ Pennsylvania Bureau of Corrections and the Rockview Correctional Institution.	55
					Total 405

Total Funds 1969 $800,000
Total Funds 1970 $1,200,000

CHAPTER XV

PRESIDENT'S COUNCIL ON PHYSICAL FITNESS AND SPORTS

President's Council on Physical Fitness and Sports

The National Summer Youth Program, which is supervised by the President's Council on Physical Fitness and Sports, is designed to expose the inner-city youth to opportunities in education, careers, and sports. For the youngsters, the program will mean at least two hours of sports instruction and completion daily plus classroom instruction concerning employment, study and career opportunities in modern society.

The 1969 and 1970 programs were administered by the National Collegiate Athletic Association (NCAA) under a $3 million contract each year with the Department of Health, Education and Welfare. Matching funds are contributed by the participating institutions who were selected on the basis of city size, poverty, population of the city and the quality of the project proposed.

In 1969, 100 institutions sponsored programs that served over 43,020 youth. Enrollment in the 98 programs sponsored in 1970 is 45,265. The 1970 program involves 83 institutions participating in the 1969 program as well as an additional 15 institutions (See Table 60).

TABLE 60

1970 NATIONAL SUMMER YOUTH SPORTS PROGRAM

INSTITUTION	ENROLLMENT BOYS	GIRLS	TOTAL	STARTING DATE	ENDING DATE	WEEKS	DAYS	FEDERAL FUNDS
Miles College Birmingham, Alabama	175	125	300	6-15	7-23	6	4	$ 24,103.58
University of Alabama at Birmingham, Alabama	275	75	350	6-8	7-17	6	5	23,595.50
University of South Alabama Mobile, Alabama	250	50	300	6-15	8-7	8	4	27,201.00
Arizona State University Tempe, Arizona	190	60	250	6-15	7-17	5	5	29,006.25
Phoenix College Phoenix, Arizona	150	100	250	6-15	7-23	6	4	28,232.04
University of Arizona Tucson, Arizona	200	80	280	6-8	7-16	6	4	29,541.92
California State College at Long Beach, California	175	125	300	7-27	8-28	5	5	32,182.00
California State College at Los Angeles	220	60	280	6-22	7-24	6	5	35,000.00
Pepperdine College Los Angeles, California	225	50	275	6-8	7-27	6	5	30,997.00
University of California at Los Angeles (UCLA)	200	100	300	7-27	8-28	5	5	31,356.00
University of California at Riverside, California	150	100	250	7-1	8-28	8	5	30,075.00

TABLE 60

INSTITUTION	ENROLLMENT BOYS	 GIRLS	TOTAL	STARTING DATE	ENDING DATE	WEEKS	DAYS	FEDERAL FUNDS
University of Southern Calif. Los Angeles, California	280	120	400	6-20	7-29	6	4	$ 31,067.50
California State College at Hayward, California	350	100	450	6-29	7-30	5	5	38,981.00
University of California at Berkeley, California	400	200	600	6-15	7-24	6	4	[illegible],000.00
University of California at San Diego, California	150	100	250	6-29	8-6	6	4	22,378.28
San Francisco State College San Francisco, California	140	110	250	7-22	8-28	5	5	25,850.25
Denver Community College Denver, Colorado	250	250	500	6-15	7-23	6	4	35,000.00
Metropolitan College Denver, Colorado	650	350	1,000	6-8	7-16	6	4	45,519.00
Trinity College Hartford, Connecticut	240	120	360	7-6	8-14	6	5	30,961.00
Miami-Dade Jr. College (No.) Miami, Florida	325	125	450	6-8	7-31	7	4	40,000.00
Miami-Dade Jr. College (So.) Miami, Florida	300	150	450	6-8	7-31	7	4	40,000.00
Florida A&M University Tallahassee, Florida	200	200	400	6-22	7-30	6	4	34,680.00
University of South Florida Tampa, Florida	175	75	250	6-22	7-30	6	4	23,734.76
Morehouse College Atlanta, Georgia	200	50	250	6-15	7-24	6	4	25,589.32
Morris Brown College Atlanta, Georgia	150	150	300	6-15	7-23	6	4	25,245.34
Chicago State College Chicago, Illinois	300	100	400	6-29	8-14	7	4	39,562.00
Illinois Inst. of Tech. Chicago, Illinois	200	80	280	7-6	8-7	5	5	25,700.00
University of Chicago Chicago, Illinois	250	100	350	6-29	8-21	7	4	32,308.00
Marian College Indianapolis, Indiana	200	50	250	6-29	8-7	6	5	23,510.72
Southern University New Orleans, Louisiana	175	175	350	6-15	7-24	6	5	25,592.35
Tulane University New Orleans, Louisiana	155	100	255	6-29	7-31	5	5	28,623.25
Baltimore Community College Baltimore, Maryland	210	50	260	6-22	7-31	6	5	27,698.37
Johns Hopkins University Baltimore, Maryland	125	125	250	6-29	7-31	5	5	26,699.25
Loyola College Baltimore, Maryland	150	100	250	6-29	7-31	5	5	26,607.00
Morgan State Baltimore, Maryland	175	175	350	6-19	8-8	6	5	37,566.00
Towson State College Baltimore, Maryland	400	200	600	7-27	8-28	5	5	44,233.00
Univ. of Ill.--Chicago Cir. Chicago, Illinois	135	135	270	7-7	8-14	6	4	30,796.00

TABLE 60

INSTITUTION	ENROLLMENT BOYS	GIRLS	TOTAL	STARTING DATE	ENDING DATE	WEEKS	DAYS	FEDERAL FUNDS
Boston College Boston, Massachusetts	300	120	420	6-22	7-31	6	5	$ 40,424.50
Boston State College Boston, Massachusetts	200	50	250	6-29	7-7	6	4	22,453.00
Boston University Boston, Massachusetts	210	90	300	7-1	8-4	5	5	31,451.75
Springfield College Springfield, Massachusetts	168	92	250	7-13	8-14	5	5	27,734.00
Detroit University Detroit, Michigan	200	150	350	6-22	7-31	6	4	32,903.88
Wayne State University Detroit, Michigan	800	300	1,100	7-1	8-15	6	4	40,000.00
Macalester St. Paul, Minnesota	175	125	300	6-22	7-30	6	4	32,589.00
Jackson State College Jackson, Mississippi	150	100	250	6-15	7-24	6	4	25,000.00
University of Missouri at Kansas City, Missouri	450	150	600	6-8	7-17	6	5	43,000.00
Florissant Valley Comm. Coll. St. Louis, Missouri	160	100	260	6-8	7-24	7	4	24,766.80
Forest Park Comm. College St. Louis, Missouri	175	75	250	6-15	7-24	6	4	21,180.88
Lindenwood College St. Louis, Missouri	350	250	600	6-29	8-7	6	4	41,718.00
University of Missouri at St. Louis, Missouri	175	75	250	6-15	7-24	6	5	29,311.75
Nebraska University at Omaha, Nebraska	288	68	356	6-22	7-24	5	5	34,064.00
University of New Mexico Albuquerque, New Mexico	250	100	350	6-15	7-17	5	5	30,224.50
Buffalo State Univ. College Buffalo, New York	200	50	250	7-6	8-13	6	4	24,628.16
Canisius University Buffalo, New York	233	30	263	7-6	8-13	6	4	26,212.36
City College of New York New York, New York	360	90	450	7-6	8-25	7	5	31,082.00
Fordham University New York, New York	240	60	300	7-6	8-14	6	5	32,000.00
Herbert H. Lehman College New York, New York	150	100	250	6-29	7-31	5	5	28,229.50
Hunter College New York, New York	150	100	250	7-1	8-11	6	4	23,990.00
Long Island University New York, New York	250	100	350	7-6	8-13	6	4	30,000.00
New York University New York, New York	175	125	300	7-6	8-14	6	4	30,000.00
St. John's University New York, New York	175	75	250	6-5	7-10	5	5	30,805.15
Monroe Community College Rochester, New York	190	60	250	6-29	7-7	6	4	24,381.00
Akron University Akron, Ohio	150	150	300	6-22	7-30	6	4	21,037.49

TABLE 60

INSTITUTION	ENROLLMENT		TOTAL	STARTING DATE	ENDING DATE	WEEKS	DAYS	FEDERAL FUNDS
	BOYS	GIRLS						
University of Cincinnati Cincinnati, Ohio	200	100	300	7-6	8-13	6	4	$ 28,291.00
Case Western Reserve Cleveland, Ohio	400	200	600	6-22	8-1	6	5	40,044.00
Cleveland State Cleveland, Ohio	175	125	300	6-29	7-30	5	5	21,000.00
Capital University Columbus, Ohio	210	80	290	6-22	7-31	6	4	20,602.72
Ohio State University Columbus, Ohio	450	200	650	6-29	8-7	6	4	33,044.24
Dayton University Dayton, Ohio	400	200	600	6-19	7-30	6	4	30,896.64
Toledo University Toledo, Ohio	175	75	250	7-6	8-13	6	4	23,000.00
Oklahoma City University Oklahoma City, Oklahoma	175	75	250	7-6	8-13	6	4	25,676.00
Lewis & Clark College Portland, Oregon	200	100	300	6-22	8-14	6	5	27,425.10
Chayney State College Philadelphia, Pennsylvania	175	75	250	6-22	7-31	6	5	31,178.00
Drexel Inst. of Technology Philadelphia, Pennsylvania	180	80	260	6-29	7-31	5	5	30,380.60
Temple University Philadelphia, Pennsylvania	175	75	250	6-29	8-7	6	5	31,523.90
University of Pennsylvania Philadelphia, Pennsylvania	260	90	350	6-26	7-31	5	5	34,616.35
University of Pittsburgh Pittsburgh, Pennsylvania	185	65	250	6-23	8-4	6	5	28,203.60
LeMoyne-Owen College Memphis, Tennessee	220	80	300	6-8	7-31	8	4	29,421.00
Memphis State University Memphis, Tennessee	200	200	400	6-8	7-16	6	4	28,892.00
Southwestern at Memphis Memphis, Tennessee	380	120	500	6-8	7-16	6	4	36,684.00
Tennessee A&I State Univ. Nashville, Tennessee	240	110	350	6-15	7-31	7	5	30,353.00
Bishop College Dallas, Texas	225	75	300	6-15	7-23	6	4	26,314.00
University of Texas at El Paso, Texas	275	125	400	6-8	7-17	6	5	30,628.70
Texas Christian University Fort Worth, Texas	485	420	905	6-8	7-10	5	5	36,938.50
Texas Southern University Houston, Texas	175	75	250	7-20	8-23	6	4	25,000.00
Trinity University San Antonio, Texas	600	400	1,000	6-8	7-18	6	5	59,243.94
Hampton Institute Norfolk, Virginia	375	125	500	6-15	8-1	7	4	45,738.00
Norfolk State Norfolk, Virginia	225	75	300	6-17	7-25	6	4	28,439.70
Old Dominion College Norfolk, Virginia	275	85	360	7-6	8-8	5	5	30,186.00

TABLE 60

INSTITUTION	ENROLLMENT			STARTING	ENDING			
	BOYS	GIRLS	TOTAL	DATE	DATE	WEEKS	DAYS	FEDERAL FUNDS
Virginia Union University Richmond, Virginia	300	150	450	6-22	7-31	6	4	$ 34,162.00
University of Washington Seattle, Washington	200	100	300	6-15	7-24	6	4	27,213.27
Seattle University Seattle, Washington	200	100	300	6-22	7-30	6	4	24,291.50
Howard University Washington, D.C.	315	125	440	6-15	8-28	6	4	30,141.42
Catholic Univ. of America Washington, D.C.	175	75	250	6-29	8-7	6	5	27,150.70
Alverno College Milwaukee, Wisconsin	350	150	500	6-29	8-21	7	4	33,260.00
University of Wisconsin at Milwaukee, Wisconsin	200	50	250	6-22	7-31	6	4	27,751.50
North Carolina A&T State Univ. Greensboro, North Carolina	200	200	400	6-15	7-17	5	5	29,754.75
TOTALS	23,874	11,820	35,694					$ 3,008,973.12

CHAPTER XVI

PRESIDENTS COUNCIL ON YOUTH OPPORTUNITIES

Youth Opportunity Program Development Grants are made available through the auspices of the President's Council on Youth Opportunity to enhance State and local capabilities for developing coordinated public and private programming for disadvantaged youth. The grant funds are used for employing staff assistants to governors, mayors and county officials to stimulate and coordinate employment, training, education, urban development and renewal, recreation, cultural and other development-type programs, emphasizing year-round youth needs. The basic objective of the program is to make opportunity programs for disadvantaged youth better and broader where they actually operate in the community, whether it be city, suburb, small town, rural area or reservation. The President's Council is a coordinating body to maximize the youth opportunity efforts of the Federal agencies and to stimulate coordinated youth programs at all levels of government.

The 1970 grant program was a major redirection of similar grant allocations in fiscal years 1968 and 1969 which were made to the 50 largest cities, plus Gary, Indiana, and San Juan. For fiscal 1970, the grants were made available on a selective basis to States, counties, and other local jurisdictions, including most of the previously funded cities. The 1970 programs were conceived as new pilot efforts to enable experimentation and innovation at several governmental levels, as contrasted to previous limitation of the program to major cities only. Another important emphasis in the program during fiscal 1970 was a focusing on recipients who developed year-round operations along with attention to the special needs of summer. Tables 61 and 62 contain a listing of offices of Youth Coordinators funded through the President's Council during fiscal year 1970.

TABLE 61

PRESIDENT'S COUNCIL ON YOUTH OPPORTUNITY
STATE YOUTH COORDINATORS
1970 FUNDED

ALABAMA	Youth Coordinator Alabama Development Office State Office Building, Room 546 Montgomery, Alabama 36104 205/269-7178
ALASKA	Division of Planning and Research Office of the Govenor Pouch AD Juneau, Alaska 99801 907/586-5386
ARIZONA	Office of the Governor State Capitol Phoenix, Arizona 85007 602/271-4900
ARKANSAS	Youth Coordinator Capitol Hill Building, First Floor Little Rock, Arkansas 72201 501/371-1201
COLORADO	Office of the Governor State Capitol, Room 136 Denver, Colorado 80203 303/222-2911
CONNECTICUT	Department of Children and Youth Services Room 409, State Capitol Hartford, Connecticut 06115 203/566-3536
DELAWARE	Youth Coordinator 701 Shipley Street Wilmington, Delaware 19801 302/658-9251
FLORIDA	State Economic Opportunity Office 225 West Jefferson Street Tallahassee, Florida 32301 904/222-1306 (prime contact)
GEORGIA	State Youth Coordinator Bureau of State Planning and Community Affairs 270 Washington Street, S.W. Atlanta, Georgia 30334 404/524-1521
HAWAII	Governor's Assistant for Youth Affairs Hawaii State Office of Economic Opportunity 567 South King Street Honolulu, Hawaii 96813 808/536-7071 (youth coordinator)
IDAHO	State Youth Coordinator Idaho Youth Opportunity Program Statehouse, Room 230 Boise, Idaho 83702 208/384-2100
ILLINOIS	State Youth Coordinator Jefferson West Building 525 West Jefferson, Suite 215 Springfield, Illinois 62706 217/525-2950
	Youth Coordinator Division of Human Resources Department of Local Affairs 215 Lane Street Raleigh, North Carolina 27602 919/829-3135

TABLE 61

INDIANA	Administrative Assistant to the Governor 1019 State Office Building Indianapolis, Indiana 46204 317/633-5749 (prime contact)
IOWA	Youth Coordinator State Economic Opportunity Office Fourth and Walnut Des Moines, Iowa 50309 515/281-5965
KANSAS	Youth Coordinator c/o Governor's Committee on Manpower Planning Suite 724, Mills Building 109 West Ninth Street Topeka, Kansas 66612 913/296-3267
KENTUCKY	Youth Coordinator Kentucky Program Development Office Capitol Building, Room 157 Frankfort, Kentucky 40601 502/564-3605 (temporary y.c.)
LOUISANA	Louisana Youth Commission 150 North Third Street Baton Rouge, Louisana 70801 504/389-6265 (youth coordinator)
MAINE	Maine Rural Youth Corps Executive Department SEOO Division Agusta, Maine 04330 207/289-3771 (prime contact)
MARYLAND	Youth Opportunity Coordinator Maryland Office of Economic Opportunity Room 605 301 West Preston Street Baltimore, Maryland 21201 301/383-3010, Ext. 8801
MASSACHUSETTS	Youth Coordinator Executive Department Room 158 State House Boston, Massachusetts 02133 617/727-4258 or 59
MICHIGAN	Youth Coordinator 416 East Grant River Avenue Lansing, Michigan 48913 517/373-0890 (prime contact)
MINNESOTA	Youth Coordinator Administrative Assistant to the Governor 130 State Capitol St. Paul, Minnesota 55101 612/221-3391 (asst. y.c., now acting y.c.)
MISSOURI	Youth Coordinator Jefferson Building Jefferson City, Missouri 64101 314/635-9241 (is y.c., though not yet official)
MONTANA	Youth Coordinator Administrative Assistant to the Governor State Capitol Building Helena, Montana 59601 406/449-2511 (prime contact)
NEBRASKA	Youth Opportunity Director Technical Assistance Agency State Capitol Lincoln, Nebraska 68509 402/473-1216 (prime contact)
NEVADA	Chairman, Governor's Youth Council 500 East Third Street Carson City, Nevada 80701 702/882-7206 (prime contact)
NEW HAMPSHIRE	Director, New Hampshire Office of Economic Opportunity 15 North Main Street Concord, New Hampshire 03301 603/271-2611 (prime contact)
NEW JERSEY	Director of Youth Affairs Department of Community Affairs Post Office Box 2768 Trenton, New Jersey 08625 609/292-6358 (acting y. c.)
NEW MEXICO	Youth Coordinator State Committee on Children and Youth Post Office Box 6223 Alburquerque, New Mexico 87107 505/842-3094
NEW YORK	Director, New York State Office for Community Affairs 509 Madison Avenue New York, New York 10002 212/758-2614 (prime contact)
NORTH CAROLINA	Youth Coordinator Division of Human Resources Department of Local Affairs 215 Lane Street Raleigh, North Carolina 27602 919/829-3135
NORTH DAKOTA	State Director N.D. State Economic Opportunity Office State Capitol, 18th Floor Bismark, North Dakota 58501 701/224-2465 (prime contact)

TABLE 61

OKLAHOMA	Governor's Youth Coordinator 507 Sequoyah Building Oklahoma City, Oklahoma 73105 405/521-2474
OREGON	Governor's Assistant for Human Resources 313 Public Service Building Salem, Oregon 97310 503/364-217[illegible], Ext. 1794 (prime contact)
PUERTO RICO	Special Assistant to the Governor La Fortaleza San Juan, Puerto Rico 00901 809/723-1817 (prime contact)
RHODE ISLAND	Youth Specialist Governor's Council on Youth Opportunities 289 Promenade Street Providence, Rhode Island 02903 401/521-7100, Ext. 761 (prime contact)
SOUTH CAROLINA	State Director, SEOO 300 Vervais Street Columbia, South Carolina 29201 803/758-3191 (prime contact)
SOUTH DAKOTA	Director, SEOO State Capitol Building Pierre, South Dakota 57501 605/224-3441 (prime contact)
TENNESSEE	Executive Administrator Office of the Governor State House Nashville, Tennessee 37219 615/741-2001 or 256-5425 (prime contact)
TEXAS	State Youth Coordinator Drawer P, Capitol Station Austin, Texas 78711 512/475-2511
UTAH	Executive Director Office of Local Affairs State Capitol Salt Lake City, Utah [illegible]4114 801/328-5248 (prime contact)
VERMONT	Executive Director Governor's Committee on Children and Youth State House Montpelier, Vermont 05602 802/223-2311, Ext. 401 (prime contact)
VIRGINIA	Virginia State Youth Coordinator Division of State Planning and Community Affairs Room 1010 109 Governor Street Richmond, Virginia 23219 703/770-2026
WASHINGTON	Executive Director Governor's Commission on Youth Involvement 238 Public Health Building Olympia, Washington 98501 206/753-6872
WEST VIRGINIA	Governor's Office of Federal State Relations State Capitol Charleston, West Virginia 25305 304/348-3562 (prime contact)
WISCONSIN	Secretary, Department of Local Affairs and Development 123 West Washington Avenue Madison, Wisconsin 53702 608/266-1018 (prime contact)

TABLE 62

PRESIDENT'S COUNCIL ON YOUTH OPPORTUNITY

LOCAL YOUTH COORDINATORS

1970 FUNDED

AKRON	Youth Coordinator Youth Opportunity Office 711 City-Count-Safety Building Akron, Ohio 44308 216/375-2070
ALBUQUERQUE	Youth Coordinator City Hall 400 Marquette Avenue, N.W. Albuquerque, New Mexico 87101 505/842-7545
ATLANTA; Marietta, Dekalb & Fulton Counties	Director, Atlanta Youth Council 121 Memorial Drive Atlanta, Georgia 404/522-4463, Ext. 437 (Youth Coordinator)
*BALTIMORE	Office of the Mayor City Hall 100 Holiday Street Baltimore, Maryland 21202 301/752-2000 (Youth Coordinator)
BATON ROUGE	Youth Coordinator 1048 Florida Street Baton Rouge, Louisiana 70821 504/344-9212
BIRMINGHAM & Jefferson County	Birmingham-Jefferson County Co-Youth Coordinator Alabama State Fair Authority Mayor's Office, City Hall Birmingham, Alabama 35203 205/323-5431, Ext. 401

TABLE 62

	Birmingham Jefferson County Co-Youth Coordinator Alabama State Fair Authority Mayor's Office, City Hall Birmingham, Alabama 35203 205/787-2641
BOSTON	Youth Coordinator 65 West Brookline Street Boston, Massachusetts 02118 617/722-4100, Ext. 515
BRIDGEPORT	Youth Coordinator Park Department City Hall 45 Lyons Terrace Bridgeport, Connecticut 06604 203/333-8551
BUCKEYE HILLS–Hocking Valley	Youth Coordinator Buckeye Hills–Hocking Valley Regional Development District Post Office Box 144 Marietta, Ohio 45750 614/373-3745
CAMBRIDGE	Community Development Section Cambridge City Hall Cambridge, Massachusetts 02139 617/876-6800, Ext. 271 (prime contact)
CHATTANOOGA & Hamilton County	Youth Coordinator 1022 East Ninth Street Chattanooga, Tennessee 37403 615/267-7561
CHICAGO	Assistant Youth Coordinator Office of the Mayor City Hall Chicago, Illinois 60602 312/744-4000 or 744-3310
CINCINNATI & Hamilton County	Youth Coordinator Office of the City Manager – City Hall Cincinnati, Ohio 45202 513/421-5700, Ext. 485
CLEVELAND	Youth Coordinator Council of Economic Opportunities 1350 West Third Street Cleveland, Ohio 44113 216/696-9077
COLUMBUS	Director, Youth Opportunity Program 1032 Mount Vernon Avenue Columbus, Ohio 43203 614/461-8384 (youth coordinator)
DADE COUNTY	Youth Opportunity Director 902 S.W. Second Avenue Miami, Florida 33130 305/358-0216
DALLAS	Youth Coordinator 1616 Patterson Avenue Dallas, Texas 75201 214/742-1881
DAYTON	Youth Coordinator Office of the City Manager Municipal Building, Room 1623 101 West Third Street Dayton, Ohio 45401 513/222-3441, Ext. 626
DENVER	Mayor's Youth Assistant 431 West Colfax Avenue, Room 500 Denver, Colorado 80203 303/892-9805 (youth coordinator)
DES MOINES	Director, Office of Youth Affairs 707 Grant Des Moines, Iowa 50309 515/283-441[illegible] (youth coordinator)
DETROIT	Coordinator Mayor's Youth Employment Opportunity Program 1108 City-County Building Detroit, Michigan 48226 313/833-7000, Ext. 2 (youth coordinator)
EL PASO	Youth Coordinator City-Council Building, Room 307 500 East San Antonio El Paso, Texas 79901 915/543-2968, Ext. 69
FRESNO	Administrative Assistant to the City Manager City Hall 2326 Fresno Street Fresno, California 93721 209/266-8031 (Acting Y.C.)
HARTFORD	Special Assistant for Youth Services 14 Atlantic Street Hartford, Connecticut 06103 203/566-6169 (youth coordinator)
HOUSTON & Harris County	Human Relations Division Mayor's Office, City Hall Houston, Texas 77002 713/222-3141 (prime contact)
INDIANAPOLIS	Youth Coordinator Mayor's Office, City Hall Indianapolis, Indiana 46204 317/633-3714

TABLE 62

JACKSONVILLE	Mayor's Assistant for Youth Affairs 220 East Bay Street Jacksonville, Florida 32202 904/355-0411, Ext. 466
JERSEY CITY	Youth Program Coordinator Jersey City Redevelopment Agency 418 Grove Street Jersey City, New Jersey 07302 201/659-2604
KANSAS CITY & Jackson & Platte Counties	Office of the Mayor 414 East 12th Street Kansas City, Missouri 64106 816/274-2595
LAWTON & Comanche County	Mayor's Youth Coordinator City Hall, 4th & A Street Lawton, Oklahoma 73501 405/355-7416
LITTLE ROCK	Mayor's Assistant for Youth Affairs City Hall, Broadway & Markham Little Rock, Arkansas 72201 501/374-4311 (youth coordinator)
LONG BEACH & Los Angeles County	Community Development 201 City Hall Long Beach, California 90802 213/436-9041, Ext. 468 or 469 (prime contact)
LOS ANGELES & Los Angeles County	General Manager, Department of Recreation and Parks City Hall Los Angeles, California 90012 213/485-1538 (temp. prime contact)
	Youth Coordinator Economic & Youth Opportunities Agency 314 West Sixth Street Los Angeles, California 90014 213/629-5511 (acting y. c.)
MEMPHIS; Shelby County, Tenn.; Crittenden County, Ark.; DeSota County, Miss.	Youth Coordinator City Hall 125 North Main Street Memphis, Tennessee 38103 901/527-6611, Ext. 296
MILWAUKEE	Youth Coordinator Mayor's Office, City Hall Milwaukee, Wisconsin 53203 414/276-3711
MUSKOGEE & Muskogee County	Coordinator, Mayor's Youth Council Post Office Box 1927 Muskogee, Oklahoma 74401 918/682-2459
METROPOLITAN GOV'T. OF NASHVILLE & Davidson County	Metro Office Building Second and Lindsley Nashville, Tennessee 37210 615/747-4011 (Temp. prime contact)
***NEWARK**	Deputy Mayor, City Hall 920 Broad Street Newark, New Jersey 07102 201/643-6300 (youth coordinator)
NEW ORLEANS	Mayor's Assistant for Youth Affairs City Hall, Room 8E04 New Orleans, Louisiana 70112 504/523-3154 (youth coordinator)
NEW YORK	Executive Assistant to the Mayor 51 Chambers Street New York, New York 10007 212/566-5347 (prime contact)
OAKLAND Hayward & Alameda County	Youth Coordinator City Hall, Room 214 14th & Washington Streets Oakland, California 94612 415/465-9430
OKLAHOMA CITY & Oklahoma County	Mayor's Action for Youth Opportunity Center Building, 331 West Main Oklahoma City, Oklahoma 73102 405/231-2504 (youth coordinator)
OMAHA; Council Bluffs Metropolitan Area	City Hall 108 South 18th Street Omaha, Nebraska 68102 402/341-8122, Ext. 495 (youth coordinator)
PATERSON	Youth Coordinator c/o Mayor's Office, City Hall Paterson, New Jersey 07505 201/684-5800
***PHILADELPHIA**	Youth Coordinator Municipal Services Building Room 1470, Reyburn Plaza Philadelphia, Pennsylvania 19107 215/MU6-2690
PHOENIX & Maricopa County	City Manager's Office Municipal Building Phoenix, Arizona 85003 602/262-6241 (youth coordinator)
***PITTSBURG**	City-County Building, Room 517 414 Grant Street Pittsburg, Pennsylvania 15219 412/281-3900, Ext. 501
PITTSFIELD	Executive Director The Urban Coalition 48 Eagle Street Pittsfield, Massachusetts 01201 413/499-1353 (prime contact)

TABLE 62

PORTLAND; Multnomah & Washington Counties	Youth Coordinator City Hall Room 303 1220 S.W. Fifth Avenue Portland, Oregon 97204 503/228-6141, Ext. 445
PRINCE GEORGE'S COUNTY	Youth Coordinator Department of Community Development 5300 Riverdale Road Riverdale, Maryland 20804 301/779-5553
RICHLAND; Kennewick, Pasco & West Richland	Youth Coordinator Benton-Franklin Governmental Conference 207A North Dennis Kennewick, Washington 99336 509/783-4102
RIVERSIDE & Riverside County	Administrative Analyst City Hall 3711 Orange Street Riverside, California 92501 714/787-7011 (prime contact)
ROCHESTER & Monroe County	Youth Coordinator 1232 Granite Building Rochester, New York 14604 716/454-7200, Ext. 293, 4 or 5
ST. LOUIS & St. Louis County	Youth Coordinator 1205 Olive Street, Fifth Floor St. Louis, Missouri 63103 314/621-
SALT LAKE CITY	Personnel Director Room 312, City-County Building Salt Lake City, Utah 84111 801/328-7311 (prime contact)
SAN BERNARDINO; Ontario & San Bernardino Bernardino Counties	Mayor's Assistant for Youth Affairs 374 Court Street San Bernardino, California 92401 714/884-1291 (youth coordinator)
SAN DIEGO	Mayor's Council on Youth Opportunity City Administration Building Community Concourse San Diego, California 92101 714/236-5612 (youth coordinator)
SAN FRANCISCO	Mayor's Assistant for Youth Affairs 45 Hyde Street San Francisco, California 94102 415/558-2955 (youth coordinator)
SAN JOSE	Mayor's Assistant for Youth Affairs Octagon House 205 Almaden Boulevard San Jose, California 95113 408/292-3141 (youth coordinator)
SAN JUAN & Bayamon	City of San Juan Box 4355 San Juan, Puerto Rico 00905 809/765-9445 or 722-1635
SEATTLE & King County	Youth Coordinator Youth Division 611 Municipal Building Seattle, Washington 98104 206/583-5746
SHAWNEE COUNTY & TOPEKA	Community Resources Council Topeka, Kansas 66603 913/272-7047 (temp. prime contact)
SPRINGFIELD; Chicopee & Holyoke	Administration Building Springfield, Massachusetts 01103 413/736-2711 (prime contact)
SYRACUSE & Onondaga County	Metropolitan Youth Coordinator 300 South Beddes Street Syracuse, New York 13204 315/477-7483 or 7482
****TOLEDO**	Office of the Mayor City Hall Toledo, Ohio 43264 419/255-1500, Ext. 471 (youth coordinator)
TULSA & Tulsa County	Assistant to the Mayor for Youth 200 Civic Center Tulsa, Oklahoma 74103 918/581-5447 or 5440
WASHINGTON, D.C.	Special Assistant to the Mayor on Youth Affairs for Youth Opportunity Services 1345 Pennsylvania Avenue, N.W. Washington, D.C. 20004 202/629-2712 (youth coordinator)

* Funded Directly by HUD
** Funded for 2 years in 1969

CHAPTER XVII

WHITE HOUSE CONFERENCE ON CHILDREN AND YOUTH

The White House Conference on Children and Youth is held once each decade to examine the problems children and youth face and to find ways of solving them. Out of the past Conferences have come such outstanding achievements as the enactment of child labor laws; the establishment of the Children's Bureau; the Children's Charter; the model for the U.N. Declaration of Rights of the child; the mother's Pension Plan, the forerunner of today's Aid to Families of Dependent Children Program, and many other important developments.

Traditionally, the Conference has dealt with the problems of children and youth in a single national meeting. In an attempt to give appropriate attention to both children and youth, this Conference will be split into two conferences. The first, which will be concerned with children through the age of 13, is scheduled for December 13-18, 1970. The second Conference, devoted to youth age 14 through 24, is scheduled for next spring, and will seek to involve young people to the fullest extent possible. The White House Conference on Children will be attended by 4,000 delegates selected by national and voluntary organizations, State organizations and State and Federal officials. The recommendations will be studied and acted upon at State and local levels in a series of regional conferences next Spring.

The Conference on Youth is being organized as a mediation process between representatives of this nation's youth and its institutional leaders. A major goal is to find new approaches to the major issues concerning young people today. There will be 1,500 participants, 1,000 youth and 500 adults - leaders at the Conference which will be approached by studying specific issues, focusing on the following areas which empirical studies have revealed to be of greatest concern to today's youth:

Foreign Relations
Environment
Race and Minority
Group Relations
Drugs
Education

The Draft and Its Alternatives
Poverty
Legal Rights and Justice
Economy and Employment
Values, Ethics and Culture

The Conference will involve working youth, under-privileged youth, and youth in the military as well as students. Youth is defined as young people between the ages of 14 and 24 years.

APPENDIX 1

State Plans, New Techniques and Practices Grants

The first Comprehensive State Plan was approved on June 24, 1970. Highlights of the Illinois Plan, "Action for Youth" are included here. In addition there are synopses of four unidentified, typical preliminary State comprehensive plans.

Illinois Plan

The Illinois Law Enforcement Commission serves as the State Planning Agency under both the Youth Development and Delinquency Prevention Administration and the Law Enforcement Assistance Administration legislation. It is the policy board for juvenile delinquency planning in the State. It established an Advisory Council on Juvenile Delinquency to set long range goals and priorities among goals. Eight task forces where established by the Advisory Council to do detailed investigation of various substantive areas of the deliquency problem.

The Illinois Plan contians a series of action programs to alleviate the causes of delinquency and to treat youth already delinquent:

First, The Illinois action program acknowledges that juvenile delinquency is primarily an urban problem and that the incidence of delinquency is higher among the disadvantaged. Thus Illinois will focus its resources on large metropolitan areas.

Second, the Plan notes that delinquency prevention is badly ignored in the State - both financially and in practice. For example, in fiscal year 1968, the Illinois Youth Commission allocated only 7% of its total budget for preventive services. Thus, Illinois will give priority to preventive services programs.

Third, one of the most alarming problems in Illinois is the present practice of intermingling of dependent and delinquent children at all stages of the judicial proceedings; from pre-trial detention through adjudicatory hearings and into correctional institutions. The Illinois Plan gives a heavy priority to the development of a juvenile justice system in the State that deals with delinquents separate and apart from children who are dependent, neglected and/or in need of supervision.

Use of the Bloc Grant

Due to limited funds the Youth Development and Delinquency Administration was able to award Illinois a bloc grant of $100,000 toward administering programs costing over $3 million. Listed below, in priority order, are the action programs proposed in the State Plan. All of the projects listed are preventive and experimental in nature:

1. Youth Services Bureau ($200,000)
2. Establishment of pilot programs for provision of diagnostic and treatment services for juveniles in the community ($2,000,000)
3. Development of Model Education Facilities for probation students ($500,000)
4. Experimental legal representation ($85,000)
5. Youth involvement ($200,000)

The State Plan also suggests some administrative projects to be funded including an information system; a clearinghouse and research exchange; a study of juvenile court services; research on the relationships of dependent (and delinquent) children; State inspection of juvenile facilities; regional consolidation of court organization; and development of program models for application.

Illinois is using their bloc grant to continue planning, administration, and to fund one prevention project. For a fully funded State plan. Illinois states it would need $851,000 to fund only prevention projects.

Planning and Evaluation

The State Planning Agency plans to focus more in the coming year on the system created to cope with the problem of juvenile delinquency rather than on the nature and scope of juvenile delinquency which it had done in fiscal years 1969 and 1970.

The evaluation of past and present activities will be carried out in-house, by project sponsors and by consultants.

Recommendations for the Future

The Illinois State Plan suggests the following directions in combatting the problem of juvenile delinquency:

1. Increase the opportunities for youth to participate in the "American Dream" and

obtain a more satisfactory community life;

2. Eliminate the alienation of youth and groups from the American culture;
3. Public education at all levels to make the community more aware of the dimensions of juvenile delinquency and its prevention;
4. Early detection and identification of children with predelinquent problems.

Plan A

State Planning Agency

The State Planning Agency represents both the Youth Development and Delinquency Prevention Administration and the Law Enforcement Assistance Administration. It is the State-level agency responsible for juvenile corrections and parole systems. Its director is Chairman of the Juvenile Delinquency Task Force.

The State Planning Process

To assure the support and participation of appropriate persons throughout the state, a series of 16 regions and sub-regions was established, each with an Advisory Board and supportive Task Forces. These regional groups assisted (a) in the planning fuction by identifying regional deficiencies and priorities and (b) in the review of program proposals arising within the region.

Planning Methods Used

A conference on delinquency prevention strategy development was held and attended by social scientists from across the country. The program models developed during the conference now provide direction for local programming and experimentation. The Task Force also completed a census of delinquency prevention programs currently operating in the State.

The State Planning Agency coordinated and provided technical assistance to both the County and State Commissions on Juvenile Justice and Prevention, and the regional and sub-regional Advisory Boards and Task Forces.

On-going planning will include:

1. A correction system study.
2. A series of three planning conferences.
3. An evaluation of probation
4. An analysis of the juvenile justice system.
5. A further study of the juvenile police functions.
6. Data collected on the deliquency problems of the State Ind[illegible].
7. A project in manpower development and training.
8. Coordination meetings with the State's Model Cities Programs.

Priorities

1. One-half of available funds will be for delinquency prevention.
2. Experimentation with innovative rehabilitation methods.
3. Implementation of a completed manpower development and training plan.
4. Assessment of the operational components of the juvenile justice system.

Project Evaluation and Monitoring

The State Planning Agency and the Task Force will require quarterly reports before the disbursement of monies and will make field visits to determine the consistency of program implementation with program plans.

Plan B

State Planning Agency

The State Planning Agency represents both the Youth Development and Delinquency Prevention Administration and the Law Enforcement Assistance Administration. The Agency created a Task Force which is responsible for developing the Comprehensive Juvenile Delinquency Plan. The director of the Task Fôrce is Chairman of the State Division of Youth Services; its members come from a full range of activities involved with youth. Seven regional planning committees complied data for the Task Force. On-going planning is being done by the Planning Bureau of the Youth Services Division.

Planning Methods Used

Data was collected from established sources, surveys, through questionnaires and field visits.

State Priorities

In order of descending priority, the State lists the following as its goals:

1. To develop a research and planning center capable of State-wide data collection, research, planning and evaluation activities;
2. To assist in development of community-based diagnostic and treatment centers for maladjusted children;
3. To support local prevention programs which emphasize the physical, intellectual, emotional and social development of young people;
4. To encourage and assist the courts in using predisposition diagnostic work-ups to improve the quality of their dispositions;
5. To establish a range of treatment programs for children whose problems are determined to be beyond the scope of community resources;
6. To reduce the populations of State Training schools and maintain them at approved national standards;
7. To provide within security and treatment programs a wide range of professionally recognized "people-changing processes";
8. To establish an integrated counseling system that insures continuity when a juvenile moves from probation to institution to parole;
9. To establish a coordinated system of youth services involving all levels of governmental and private agencies in law enforcement and rehabilitative work;
10. To continue to develop within the State agency a dynamic structure which will give optimum support, coordination and direction to a state-wide correctional system.

Structure for Implementation

Community-based youth service centers will be the main focus of the plan. In addition demonstration models, continued data collection, program evaluation and planning, a network of regional detention centers, and a State-wide counseling service are proposed.

Monitoring and Review Process

The Juvenile Delinquency Task Force will monitor the programs.

Plan C

State Planning Agency

The State Plan is being complied by the Juvenile Problems Task Force appointed by the State Commission on Law Enforcement and Criminal Justice - the State Planning Agency for both Youth Development and Delinquency Prevention Administration and Law Enforcement Assistance Administration.

Method of Planning

Data was collected from State agencies, through a questionnaire, the structure and programs of community and county agencies, and invitational conferences. The Task Force was largely dependent on outside professional guidance since Regional Law Enforcement Planning Councils lacked expertise.

State Priorities

Under the overall goal of delinquency prevention, the State lists the following aims:

1. To aid parents and prospective parents in their attempts to prevent the delinquency of their children;
2. To aid local communities in establishing new community-based mechanisms to prevent delinquency.
3. To aid existing youth-serving agencies in their attempts to prevent delinquency;
4. To aid the new Office of Youth Services in establishing its leadership in the prevention of delinquency;
5. To aid business, industry and organized labor in their attempts to prevent delinquency;

6. To aid the youth of the State in their attempts to prevent delinquency.

Monitoring, Evaluation and Implementation

The Plan is vague or incomplete here. Its planning was very general and lacked the specifics necessary to form an implementation strategy. There is no monitoring or evaluation process in the Plan.

Plan D

State Planning Agency

The Governor's Commission on Crime and Delinquency is the State Planning Agency and represents both the Youth Development and Delinquency Prevention Administration and the Law Enforcement Assistance Administration.

Planning Methods

Both demographic and nondemographic data was collected from public and private agencies, field surveys, interviews and workshops. As a result the Plan is based on complete statistical data and a knowledge of the existing services and preventive programs.

Implementation

Due to its preliminary form, the Plan includes funding strategies that depend on the use of Youth Development and Delinquency Prevention Administration monies in coordination with funding from the Law Enforcement Assistance Administration. The Plan will be revised in fiscal 1971 to reflect more completely the coordination funding strategy which will be expanded to include all State agency resources.

Priorities

The Plan lists 26 statements. Eleven of these are broad theoretical statements about problems that transcend the limits and capacities of the institutions in which they can be located. The remaining 15 statements are more specific and suggest changes that can be made in existing child labor and school attendance laws, communication and coordination between existing youth-related agencies, information dissemination to youth, institutional policies which tend to disassociate from youth who have been in trouble, inadequate rehabilitation facilities for delinquent youth, mental health facilities which are unequipped to diagnose and treat young children at the first signs of trouble, etc.

Forty-five action projects are proposed in the Plan. An overview shows that these projects are extremely innovative and prevention oriented.

The State Planning Agency involved citizens and youth in its data collection and plans include them on its Advisory Board.

LISTING OF NEW TECHNIQUES AND PRACTICES GRANTS FUNDED UNDER TITLE III DURING FISCAL YEAR 1970

Grant No.	Applicant Agency and Title of Project	Amount
70918	**CITY OF RICHMOND** **Richmond, California (Model Cities Project)** Richmond Youth House: Self-hlep program by and for young people. Multiple service center which emphasizes direct youth involvement in program planning and implementation can reduce delinquency. It will focus on the concept of self-help programs which do not exist in present youth services and institutions in Richmond.	$55,000
70921	**KANSAS CITY BOARD OF EDUCATION** **Kansas City, Missouri (Model Cities)** Switzer School Juvenile Delinquency Prevention Project.	$35,000

Demonstration program for early identification and intervention with children who need help. Focuses on first, fourth, and seventh grades of an inner-city elementary school. Trained high school students work with younger students. Will identify community needs for services and will work with the child and the family.

Grant No.	Applicant Agency and Title of Project	Amount
70924	**BERKSHIRE FARM INSTITUTE FOR TRAINING AND RESEARCH** **Canaan, New York** Store Front Drug Program. An experimental program of education, guidance, and control relating to drug abuse. Young adult ex-users of drugs will assist, along with part time high school youth. Project will involve group drug sessions, emergency service, "hot-line", literature, and the development of audio-visual materials.	$50,000
70928	**KENTUCKY CHILD WELFARE RESEARCH FOUNDATION, INC.** **Frankfort, Kentucky** Kentucky Juvenile Defender Program. A comparison study of urban and rural juvenile defender strategies. Focus will be on procedural justice for all indigent juveniles. Objectives are to reduce juvenile court referrals, reduce institutionalization of juveniles, and will develop treatment alternatives. Will involve third-year law students and will make recommendations with regard to changes needed in court processes and reporting systems.	$50,000
70929	**INSTITUTE OF LAW AND SOCIAL BEHAVIOR** **WASHINGTON COLLEGE OF LAW** **THE AMERICAN UNIVERSITY** **Washington, D.C.** A Model Preventive Dispositional System in the Juvenile Process. Formulation for the Juvenile Court of a model system for providing disposition treatment, especially use of defense counsels. It is a multidisciplinary program and will involve graduate and undergraduate law students, social work and behavioral science students, along with attorneys.	$65,000
70931	**INSTITUTE FOR BEHAVIORAL RESEARCH, INC.** **Silver Spring, Maryland** Prevention Abuse of Drugs: An Educational Model for Youth This project is an experimental drug prevention and drug education program. The program will involve high school youth, as well as teachers.	$42,000

Grant No.	Applicant Agency and Title of project	Amount
70939	**CORNELL UNIVERSITY** **NEW YORK STATE SCHOOL OF INDUSTRIAL AND LABOR RELATIONS** **Ithaca, New York** Using Union Teams for Vocational Counseling of Young People. Program involves unionists as vocational counselors to young people in high schools, uses students in training as vocational counselors, and opens up opportunity system for youth.	$50,000
70954	**OFFICE OF THE YOUTH COORDINATOR** **OFFICE OF THE MAYOR** **Newark, New Jersey (Model Cities)** Demonstration Project in the Participation of Youth in Youth Services. Development and employment of youth leaders to provide services to other youth. Participants will be school dropouts, as well as those still in school. Goal to identify and develop types of services and activities for youth that can be provided by youth themselves, and to identify and develop new roles for youth within agencies serving youth generally and delinquents.	$50,000
70930	**RESEARCH ANALYSIS CORPORATION** **McLean, Virginia** Offender Participation in Juvenile Court Decisions An experimental program which will provide an opportunity for high-risk delinquents to participate in the dispositional decision regarding their own cases.	$28,000

APPENDIX II

I. Introduction
II. Guidelines for Implementation of Title I
III. Criteria for Evaluating Title I Projects
IV. Regional and Central Office Responsibilities in Administering and Implementing Title I Programs
  A. Regional Office Responsibilities
  B. Central Office Responsibilities
V. Responsibilities for the Administration of Titles II and III of the Act

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DECENTRALIZATION GUIDELINES

I. Introduction

Responsibility for the approval of projects and State plans under Title I of the Juvenile Delinquency Prevention and Control Act of 1968 is delegated to the Regional Commissioners, effective July 1, 1970.

This document provides a discussion of the Title I program, and guidelines covering the basic responsibilities of Regional Offices and Central Office of the Youth Development and Delinquency Prevention Administration under all Titles of the Act.

The guidelines will be supplemented by additional instructions as required. For an outline of the major emphases and basic provisions of Title I, see appendices I and II.

II. Guidelines for Implementation of Title I

Present order of priorities listed below should be followed in the funding of Title I projects:

(1) action projects
  (a) delinquency prevention and youth development
  (b) rehabilitation services

(2) comprehensive State planning

Action projects which have been recommended or endorsed by the State planning agency should be given a higher priority.

Project planning grants, while they must be considered, shall not be given priority consideration.

Construction grants should also be considered non-priority in nature.

Even where they are proposed as a necessary part of an action project, they should be restricted to the equipping of new buildings or expansion, remodeling or repair of existing buildings, resident and non-resident in nature, for some special purpose or innovative community-based programs, such as youth service bureaus, group homes, halfway houses, special treatment or diagnostic facilities.

Although prevention grants are to be given a higher priority, an appropriate balance should be maintained between prevention and rehabilitation programs. In the latter type, priority should be given to plans and projects which provide alternatives to the traditional juvenile correctional services, including incarceration. In both prevention and rehabilitation plans and projects, it is essential that applicant agency be required to provide evidence of having the necessary authority to involve the participants and the cooperation of other agencies where needed to carry out the project.

III. Criteria for Evaluating Title I Projects

The basic criteria for evaluating a Title I application are set forth in P.L. 90-445 in the Interim Regulations.

In addition to the considerations listed under Section 135 of the Act, Title I projects should:

(1) provide a clear statement of project objectives
(2) indicate how the project will be supported after Federal funds are withdrawn
(3) provide a theoretical and factual knowledge base
(4) provide an interdisciplinary, inter-agency approach
(5) provide for maximum use of existing resources

Fundable Title I projects should relate satisfactorily to developing and completed comprehensive State planning. Special consideration should be given to projects involving joint funding with Model Cities, the Law Enforcement Assistance Administration, Labor, as well as other programs within the Department. Title I projects must provide for evaluation. Youth and citizen participation should be encouraged as appropriate in the planning and operational stages. Evidence of agency capability such as the number and quality of proposed project staff, consultants, and organization staffing pattern should also be provided.

IV. Regional and Central Office Responsibilities in Administering and Implementing Title I Programs

A. Regional Office Responsibilities

The primary responsibility for the implementation of the Title I program is vested in the Regional Commissioner. Responsibilities shall include, but not be limited to, the following:

(1) review, approve and process Title I applications, including the award of Continuation and Supplemental grants, and taking necessary action to terminate direct grants.

(2) review and approve State Plans.

(3) perform the day-to-day activities relating to site visits, technical assistance (including interpreting law, policies, and regulations), project monitoring, and project development, requesting Central Office assistance as necessary.

(4) maintain effective working relationships with State juvenile delinquency planning agencies.

(5) establish direct working relationships with other State, Federal, and local agencies working in fields related to juvenile delinquency, such as the Law Enforcement Assistance Administration and Model Cities.

(6) coordinate SRS delinquency programs in the region.

(7) train juvenile delinquency staff in Regional Office responsibilities.

(8) advise Central Office on recommended changes in law, regulations, policies, and procedures.

(9) transmit to the Central Office project fiscal reports, final program reports and special reports as requested.

(10) keep Central Office informed of changes in structure of State agencies concerned with delinquency, as well as changes in State legislation or major court decisions affecting the juvenile justice and correctional system.

(11) develop a flexible procedure for reviewing and approving Title I applications, including Continuation and Supplemental grants and State plans, involving the use of other Regional or Central Office departmental personnel and outside consultants and readers as necessary.

(12) provide technical assistance and disseminate program information, including program guides and standards as well as material relating to research and programs and projects under this Act, to agencies, organizations and individuals in the region engaged in programs concerning youth who are delinquent or in danger of becoming delinquent.

B. **Central Office Responsibilities**

To ensure operational uniformity, the Central Office shall formulate regulations, standards, policies and procedures applicable to the overall administration of the juvenile delinquency program, after consultation with Regional Commissioners as well as other Federal and State agencies. Responsibilities shall include, but not be limited to, the following:

(1) establish national priorities and program goals for Title I projects.

(2) assist Regional Offices to set local priorities consistent with regional needs.

(3) evaluate Title I projects to determine which project results warrant national publicity.

(4) develop and prepare legislative specifications pertaining to delinquency prevention, rehabilitation, and youth development.

(5) develop instructions, format, and guidelines for State delinquency plans.

(6) prepare the annual report as required by the Act.

(7) collect, prepare, and disseminate information, including publication and distribution of selected, final project reports and other publications relating to programs for the prevention and rehabilitation of delinquent children.

(8) administer program, fiscal, and grants management activities related to Title I projects, including budget planning, justification, presentation, and allocation and reapportionment of funds to the Regional Office, and the review of fiscal reports.

(9) develop and issue regulations, policies and procedures relating to fiscal and grants management. Such material will be coordinated with SRS and HEW. Grants Management staff, and will be consistent with the Grants Management Manual and Bureau of the Budget Circulars A-95 and A-87.

(10) exercise budget and expenditure control for all funds appropriated for Title I, including the development of appropriate mechanisms for the reservation of funds as required under Section 403 of the Act, for continuation projects, for Model Cities projects, and for other reservations which may be required by Central Office, SRS, or HEW.

(11) apportion funds for support of advisory committees, consultants, reviewers, and other related costs.

(12) provide technical assistance and consultation as requested or required according to standard procedures.

(13) review and comment on State Plans.

V. **Responsibilities for the Administration of Titles II and III of the Act**

Primary responsibility for the administration of Titles II and III shall remain with the Central Office; however, in the case of continuation grants under Title II, the Regional Office shall carry all responsibilities under Part IV relating to Title I. However, because of the need for Title II and III projects to relate as closely as possible to Title I plans, the Regional Commissioner will review and comment on all projects or contracts under Title III and all new applications under Title II within his Region.

The Regional Office will participate with the Central Office on site visits, technical assistance, project monitoring and project development of new applications under Title II and all projects or contracts under Title III. Field trips of Central Office staff will be planned with the Regional Office in accordance with established procedures.

APPENDIX III

REPORT OF THE NATIONAL GOVERNORS' CONFERENCE ON THE PREVENTION AND CONTROL OF JUVENILE DELINQUENCY

The Prevention and Control of Juvenile Delinquency

The National Governors' Conference believes that any attempt to comprehensively prevent and control juvenile delinquency calls for bold, broad, basic and new approaches including redeployment of personnel and resources.

Commitment to the task of preventing juvenile delinquency requires:

a. Commitment to long-term research and development adequate to cope with the complexity of the delinquency problem.

b. A conscious broadening of the framework within which the problems are analyzed and remedies sought. There must be a willingness to examine and challenge all traditional operations.

c. The significant involvement of youth in any community's effort to understand and prevent juvenile delinquency.

d. Coordination of private and public services to youth including character building efforts and those geared to correction and rehabilitation.

e. Focusing attention and efforts on youth at an earlier age than we have previously.

f. A careful reevaluation of the unique role of the family in American societies.

g. Realism about the cost of long-range preventive efforts.

h. Establishment of vocational schools without severe standards and criteria to give every boy and every girl an equal education in the area of high rate unemployment.

In recognition of the key role which State Governments play in the intergovernmental effort to prevent and control juvenile delinquency, the Governors of the States urge that each State undertake to provide leadership and funding for the coordination of planning and services of all state agencies which contribute to the prevention, control, and treatment of juvenile delinquency. Such coordination should encompass the States' effort under the Omnibus Crime Control and Safe Street Act. Each State should emphasize and strengthen its commitment to programs designed to prevent delinquency, giving particular emphasis to home and school-centered programs aimed at youth who are in danger of becoming delinquent.

Because of the seriousness of the problem of juvenile delinquency and the need for major governmental action, the National Governors' Conference expresses its concern with the Juvenile Delinquency Prevention and Control Act of 1968. We find that it is inadequately funded, and that its administration is not properly coordinated with that of the Omnibus Crime Control Act. We urge that the Congress of the United States amend the Crime Control Act to provide for the transfer of the responsibility for administration of Title I of the Juvenile Delinquency Prevention and Control Act to the Law Enforcemtnt Assistance Administration.

Mr. Pucinski. Is there anything else that you gentlemen would like to add?

Mr. Twiname. Thank you.

Mr. Pucinski. This has been a very spirited hearing, and I hope we all leave here a little wiser.

(The document referred to follows:)

Supplementary Statement of John D. Twiname, Administrator, Social and Rehabilitation Service

PROGRAM ACTIVITIES AND ACCOMPLISHMENTS IN JUVENILE DELINQUENCY

The following is a brief summary of the activities and accomplishments of the Department of Health, Education, and Welfare, especially under the Juvenile Delinquency Prevention and Control Act of 1968. A more detailed exposition may be found in the Annual Report of Federal Activities in Juvenile Delinquency, Youth Development and Related Fields, copies of which have been made available to the Committee.

The Juvenile Delinquency Prevention and Control Act of 1968 authorizes support to States and localities for planning, rehabilitative, and preventive activities; for training personnel; and for innovative programs and rehabilitation models, and for technical assistance.

A total of $30,000,000 has been appropriated by Congress for the implementation of the Act for fiscal years 1969 through 1971. Through March 12, 1971, 383 grants were awarded under the Act in the amount of $15,006,661.

Ninety-six of these grants were awarded to States and localities under Title I, Part A, of the Act to enable them to prepare or revise their comprehensive plans for the prevention and control of juvenile delinquency. These planning monies have enabled the States and localities to identify the nature and scope of delinquency and related youth problems, to assess the adequacy of existing services and programs, and to develop service priorities and program designs for delinquency prevention and rehabilitation so that resources might be effectively allocated. In addition to providing the depth of information required to deal with the complex nature of delinquency adequately and efficiently, the planning process also serves to develop the competence necessary for the continuous updating of plans.

All but two States have received comprehensive planning grants. Most of these States have lodged their planning functions in a single agency responsible for both juvenile delinquency and adult criminal activities. Six States, however—Alabama, Colorado, Florida, New Jersey, Oklahoma, and the District of Columbia—chose to establish separate juvenile delinquency planning agencies.

Project planning grants, also available under Title I, Part A, assist public and private agencies in planning specific preventive and rehabilitative services projects and programs. The eight grants awarded to date cover a range of programmatic concerns, including drug abuse, group homes, community-based centers for juvenile offenders, and the development of a model prevention program for use in future statewide programming.

Rehabilitative services grants, available under Title I, Part B, assist public agencies in making full use of community resources for the treatment and rehabilitation of delinquent youth. Programs funded under these grants seek to reduce or eliminate the stigma, isolation, and alienation that often results from extended incarceration. The grants are designed to provide a greater range of alternatives to traditional forms of incarceration to encourage the development of new services closely linked to the community, and to support the establishment of new types of community agencies for dealing with youth. A total of 36 rehabilitative services grants have been awarded to date. Approximately 2,500 youth have been served by these programs.

An example of a rehabilitation project is the volunteer probation program being conducted in Anchorage and Fairbanks, Alaska. Trained volunteers are utilized, under professional supervision, to work on an individual basis with youthful probationers in an effort to provide more intensive services to the clients, as well as to break down community rejection of delinquent and pre-delinquent youth. The project has recruited and trained approximately 100 volunteers and assigned them to work with an equal number of probationers. The activities of the project are being closely coordinated with those of other youth-serving agencies in the community.

Preventive service grants, available under Title I, Part C, are intended to provide new kinds of community-based services for young people in danger of becoming delinquent, including educational delinquency prevention programs in the schools.

Eighty-seven preventive service grants have been awarded. Over 23,000 youth have been served by these programs.

An example of a preventive services project is the statewide network of youth services bureaus established in high delinquency areas in Rhode Island. Each of the nine bureaus is staffed by at least two paraprofessional youth drawn from the surrounding community. Under the supervision of the professional staff, the paraprofessionals reach out to attract youth in need of services, provide counseling, refer youth to needed community services, and follow up to insure that the services are provided. To date, the project has served approximately 635 youth.

Another example of a preventive services project is the Youth Center established in the Chinatown-North Beach section of San Francisco, which is currently experiencing an increasing juvenile delinquency problem. Operated as a drop-in program, the Youth Center is staffed by bi-lingual personnel assigned by the schools, the probation and police departments, and the Youth Authority. Services provided by the Center include recreational facilities, counseling to troubled youth, an outreach program which seeks out youth in need of help, short-term emergency shelter for youth who must live away from home, referral to other agencies and services, and Chinese-speaking lawyers for youth involved with the juvenile justice system. Youth play an extensive role in operating the Center's recreation program, and in recruiting and working with its clients. Approximately 300 youth have been served by the Center since its opening late last summer.

State Plans, authorized under Title I, Part D of the Act, are the product of a State's comprehensive planning process. Designed to provide support to statewide programs of delinquency prevention and control, State Plan grants are awarded to the designated State agency for juvenile delinquency to assist in supporting local prevention and rehabilitation programs.

In 1970, Illinois was awarded a State Plan grant in the amount of $100,000. Funds under the plan are being used to support two youth services bureaus—one in Rock Island, the other in Palatine—designed to fill the State's pressing need for decentralized, community-based agencies where youth can go for advice and assistance.

Title II of the Act authorizes grants to States and local agencies, universities, correctional systems, and private nonprofit agencies to develop a variety of training programs—curriculum development, workshops and institutes, and traineeships—for persons employed or preparing for employment in the field of delinquency prevention, control, treatment, and rehabilitation.

A total of 118 training grants have been awarded to date. Seventeen of the grants supported curriculum development activities, 96 were for short-term training and five were for traineeships. Approximately 15,000 persons have participated in these training programs.

One example of a training grant is the first systematic in-service training program for all probation officers in the State of Utah. Four three-day workshops were held over a one-year period. The first three sessions were designed to provide knowledge and skills in new areas to officers already on the job, and to encourage some uniformity of services and a sense of common purpose and identity. During the last session, experienced probation officers were given the opportunity to choose from among the different content areas they felt met their job responsibilities and interests. The areas of training were drawn from the recommendations of the probation officers elicited through questionnaires. Audio-visual tapes, role playing, case materials for discussion, and other types of curricula were developed by the project in order to provide for multiple approaches to the training. Follow-up training is being conducted in each of the districts, focusing on the content areas selected by each. Feedback from the participants is being obtained on a regular basis, and a training and information newsletter is distributed monthly. As a result of its first-year experience, continued training is being funded out of State funds.

Another training program, located in California, is involving a selected group of eighty student activists from ghetto, barrio, and middle-class high schools in a program of seminars and field observations to enable them to understand that redress of grievances can be achieved nonviolently. An eight-week seminar on social and educational change was conducted during the summer of 1969. Phase II of the project, which is going on currently, is designed to follow up on the summer experience; to establish a structure between high school leaders, principals, and public school administrators which provides for open lines of communication, thus assuring ongoing dialogue, and to redirect the energy, commitment, and activities of the students into socially constructive avenues.

Title III of the Act provides support for the development of improved techniques and practices in the field of youth development, and for technical assistance.

In fiscal 1970, nine grants were awarded. Each is designed to test youth participation in at least one aspect of program improvement, such as planning, service delivery, and evaluation.

An example of a project involving new techniques is an experimental drug education program in New York State, in which youthful ex-drug offenders work with other youth to prevent involvement in drug abuse activities. Working out of a store-front center, the youthful staff hold group counseling sessions, provide hot-line emergency referral services, and are developing new audio-visual materials geared to the interests of youth. An estimated five to six hundred youth have participated in the project to date.

Technical assistance grants are designed to provide expertise to State, local, and public and private agencies and organizations concerned with the prevention, rehabilitation, and control of juvenile delinquency in the development and operation of projects and programs and in the solution of delinquency-related problems.

Twenty-nine technical assistance grants have been awarded. The majority provide ongoing support to the university-based technical assistance centers funded in 1969. It is estimated that more than 1,100 man-days of service have been provided by these centers to approximately 1,000 organizations and agencies—including State Planning Agencies, local public agencies, private community service organizations, indigenous youth groups, and Indian tribes. The assistance provided enabled these agencies to review policies and practices, to design planning processes, and to formulate and operate new programs.

Additionally, the university-based technical assistance centers have conducted training workshops for various State, local, and regional youth planning agencies. More than 5,000 man-days of training have been provided. This training is designed to improve the agencies' planning capabilities, to provide for their appropriate use of the available Federal, State and academic technical assistance resources, to enhance their understanding of the major Federal grant programs applicable to the prevention, control, and treatment of juvenile delinquency, to provide for the sharing of knowledge and experience gained by other State and local planning agencies, and to develop standards for program assessment and evaluation.

In addition to the university-based centers, three technical assistance grants were awarded to meet needs in special areas of national concern: new careers for youth and the involvement of youth, including offenders and ex-offenders, as active participants in the areas of program planning and development; improvement of the organizational responsiveness to the needs and problems of youth by voluntary organizations regularly working with youth, such as local units of the YMCA, Boys' Clubs, Big Brothers units, etc.; and assistance to cities in the development of delinquency prevention and control programs in Model City neighborhoods.

DISSEMINATION OF INFORMATION

The Youth Development and Delinquency Prevention Administration conducted several major types of information dissemination activities during 1970.

The national newsletter, "Delinquency Prevention Reporter," designed to present professionals in youth development and delinquency prevention with current information in the field, is published monthly and has a national distribution of approximately 9,000.

The Administration also published a number of publications, including "Youthful Drug Use," "Youth and Violence," "Youth Involvement," "Why Children Are in Jail and How to Keep Them Out," and "State Responsibility for Juvenile Detention Care." The latter publication is designed to provide States with guidelines and recommendations pertaining to the adequate detention care of juveniles. Copies of these publications have been made available to the Committee.

SUMMARY—GRANT AWARDS: JULY 1, 1968–MAR. 12, 1971

	Number of grants	Amount
Total	383	$15,006,661
Comprehensive planning	96	4,721,752
Project planning	8	184,371
Rehabilitation	36	1,395,857
Prevention	87	3,651,246
Curriculum development	17	570,661
Short-term training	96	3,130,051
Traineeships	5	248,555
Model programs	9	425,000
Technical assistance	29	679,168

The Departmental Programs Concerned With Juvenile Delinquency

$28,603,200 was obligated under the Youth Development and Delinquency Prevention Administration's program for 1969–1971 (1971 estimated).

REHABILITATION SERVICES ADMINISTRATION

Projects designed to serve the adult and juvenile offender have also been carried out under the basic support program of the Vocational Rehabilitation Act in cooperation with State and Federal agencies, probation departments, State training schools, and courts. This program varies from the assignment of personnel to correctional institutions to the development of comprehensive vocational rehabilitation units within such institutions. Under this Act, grants have also been made for the construction of facilities to provide care and service to child and adult offenders.

Training grants have supported conferences to explore ways whereby personnel from the rehabilitation and corrections fields can work more closely together. Social workers and rehabilitation counselors are being trained in programs supported by these grants. These workers have field training in correctional agencies, thus providing a source of correctional manpower.

Also, in the development of the vocational rehabilitation program, the trend towards closer study of emotional handicaps has led to extension of research and demonstration related to behavioral disorders as reflected in both juvenile and adult offenders. The 1968 amendments to the Vocational Rehabilitation Act expanded the scope of its activities so that the socially and culturally disadvantaged people could be rehabilitated. This will result in focusing more attention on the problem of offenders. In this work, we are developing a closer relationship to the Justice Department.

OFFICE OF EDUCATION

Under the provisions of Title I of the Higher Education Act of 1965 (P.L. 89–329), programs have been launched with focus on the problems of youth, both pre- and post-delinquency. These programs include the counseling and training of youths in correctional institutions to rehabilitate them and help them re-enter society; training teachers and school guidance personnel to work with youths to help prevent dropouts, which can lead to delinquency; strengthening the role of probation officers, retraining law enforcement personnel, and clarifying junevile court procedures to cope with the problem of juvenile crime; identifying, counseling and training culturally-disadvantaged out-of-school youths to help them discover their abilities and find useful employment; and helping parents and society to better understand youths and their behavior patterns.

The 1966–67 school year also marked the beginning of a new grant program authorized by the 1966 amendments of Title I of the Elementary and Secondary Education Act of 1965 (P.L. 89–750). This program has a legislative mandate to provide support for all institutions for delinquent children in the country which are determined eligible under the Act.

Under this program, a major effort has been made to rehabilitate institutionalized children and return them to their families and communities with changed concepts about themselves and society. The emphasis in programs has been improved upon, more relevant curriculums designed for the unique needs of the children, better teaching developed, and greater cooperation among institutions, schools, and community fostered.

In recognition of the need for interrelating programs and resources addressed to the solution of the problem of juvenile delinquency, the Bureau of Elementary and Secondary Education initiated activities in the spring of 1969 to coordinate programs and cooperatively fund concerted projects in this Department. These activities were planned and conducted under the acronym NEPIC (National Educational Programs for Institutionalized Children). Through this effort, an interdepartmental mechanism has begun to coordinate functionally the programs related to juvenile delinquency at the Federal, State, and local levels. Renewed hope and enthusiasm has been generated among specialists who came together for unprecedented unity of purpose and action in a genuinely interdisciplinary approach to the problem. NEPIC provides for the convergence of available monies upon target problems for maximum effectiveness. NEPIC is designed to eliminate replication. NEPIC staff consists of representatives of participating agencies and does not require additional organizations.

Information generated as a result of the first NEPIC grants has been disseminated widely among participating correctional institutions, 31 State agencies, and appropriate Federal agencies, including the Departments of Justice, Labor, and Housing and Urban Development.

Two kinds of programs to train educational personnel who work with juvenile delinquents are conducted under the Education Professions Development Act. The first, administered by the Teacher Corps, trains college-age youth to work directly with youthful offenders. The second is an effort to develop a national training program for all of those involved in providing educational services in juvenile correctional institutions. It began in 1969 with a planning grant to the University of Georgia.

The national training concept has been expanded to three regional training centers located in North Carolina, Illinois, and Colorado. These centers will, during the current fiscal year, undertake a series of training and retraining activities designed not only to improve the quality of educational services offered in juvenile correctional institutions, but also to prepare personnel from local school districts to which many juvenile offenders will return.

Over the next five years, the Bureau of Educational Personnel Development hopes to expand this national training concept to reach personnel in many more institutions for delinquent children in the country.

NIMH PROGRAM IN CRIME AND DELINQUENCY

The National Institute of Mental Health has a specific mandate to be concerned with the prevention, control, and treatment of deviant behavior—including that of juveniles—defined as mental illness. Such behavior, which is stressful to the individual and often threatening to society, may at times be manifested in law violations. Thus, the Institute's role in the area of crime and delinquency is inextricably related to its role as primarily a research organization dealing with the phenomena of human behavior, especially problem behavior.

The Center for Studies of Crime and Delinquency serves as the Institute's focal point for activities in this area. These activities are directed toward meeting some of the following needs: A better definition and conceptualization of the phenomena of crime and delinquency; development of personnel for research and service programs dealing with these phenomena; and the more effective communication and utilization of research findings.

The Center encourages and supports basic research on the nature and causes of crime and delinquency; the development and better coordination of community resources directed at delinquency prevention and control; the development of innovative and more effective programs for treating offenders; the development of newer models for training of professional and nonprofessional mental health, correctional, and related personnel; the provision of more effective services and improved facilities for mentally disordered offenders; as well as research into related issues of law and mental health; research in the area of individual violent behavior; and the communication of new knowledge through publications, conferences, and direct consultation with regional, State, and local groups.

NIHM is also deeply involved in information dissemination. The rapid increase of published material on crime and delinquency throughout the world has necessitated the compilation of bibliographical references to help those involved in research, teaching, law enforcement, and correctional work. The *International Bibliography on Crime* and *Current Projects in the Prevention, Control, and Treatment of Crime and Delinquency* were both developed with NIMH support. They are now combined as the *Crime and Delinquency Abstracts* and are printed by the U.S. Government Printing Office.

Mr. Pucinski. Thank you very much.

(Whereupon, at 12:40 p.m., the General Subcommittee on Education adjourned, subject to call of the Chair.)

TO EXTEND THE PROVISIONS OF THE JUVENILE DELINQUENCY PREVENTION AND CONTROL ACT OF 1968

WEDNESDAY, APRIL 28, 1971

U.S. House of Representatives,
General Subcommittee on Education of the
Committee on Education and Labor,
Washington, D.C.

The general subcommittee met at 10 a.m., pursuant to call, in room 2257, Rayburn Office Building, Hon. Roman C. Pucinski (chairman of the subcommittee) presiding.

Present: Representatives Pucinski, Hicks, Mink, Bell, and Veysey.

Staff members present: John F. Jennings, majority counsel; Charles Radcliffe, minority counsel for education; Alexandra Kisla, clerk; and Toni Painter, secretary.

Mr. Pucinski. The committee will come to order.

We will resume our hearings on H.R. 6247, a bill to extend the Juvenile Delinquency Prevention and Control Act.

We are pleased to have with us the executive vice president of Boys' Town Homes of Maryland, Mr. Jack Cohen, who, I believe, has a statement for the committee.

Mr. Cohen?

Mr. Cohen. Yes, sir. Shall I face you or the people in back?

Mr. Pucinski. You may face the committee.

Mr. Cohen, we are very pleased to have you here this morning. If you have a prepared statement, you could either summarize it or read it. You may proceed in any way you wish. The court reporter will place your entire statement in the record at this point.

Mr. Cohen. Well, it is short enough for me to read it.

STATEMENT OF JACK COHEN, EXECUTIVE VICE PRESIDENT, BOYS' TOWN HOMES OF MARYLAND

Mr. Cohen. Ladies and gentlemen, it is my privilege and pleasure today to speak in behalf of the extension of the existing Juvenile Delinquency Prevention and Control Act of 1968.

Boys' Town Homes of Maryland is one of the human services that has received Department of Health, Education, and Welfare support during the past year.

The Nation's No. 1 problem today is crime. The 15-year-old boy commits more serious crime in the United States, more than any other age group; and a mere 1½ percent of Baltimore's teenagers are responsible for over 45 percent of our city's crime.

Previously, troubled youngsters in conflict with the law, and in need of supervision and guidance, were placed in large institutionalized training school structures, where more likely than not they were trained to be criminals instead of trained to be good citizens. Each year in Maryland, some 1,200 such youngsters, for want of a better place, were sent to hard-core penal institutions.

For many, many years such facilities were the only available source, and as many as 70 to 80 percent of the rehabilitated boys became repeaters within a short time. Now, this method of youthful incarceration is most responsible for the spiraling crime rate each year, because every adult criminal was once a young boy.

More than 4 years ago a group of Maryland residents became so appalled with our crime problem, that they established Boys' Town Homes of Maryland to seek a new approach that would offer greater opportunity to reduce crime.

Since the overbearing crime activity is a totally consuming problem, our governmental agencies had no choice but to seek a solution based on jails, reinforcing apprehension power, and strengthening punitive measures.

Boys' Town Homes of Maryland has no quarrel with this point of view, but we simply believe that it locks the stable after the horse is stolen while crime continues to increase at a rate that outstrips the capacity of law enforcement agencies.

Boys' Town Homes of Maryland is one of those groups that seeks to head off crime, to dispose the potential delinquent or criminal early, long before he is the 15-year-old boy.

Our pilot program is greatly responsible in Maryland for a movement away from the training school incarceration to the establishment of community-based, people-sized homes, serving approximately a dozen boys for a period of 6 months to a year.

We are getting them early, working with the youngsters at the most responsive and formative age: 8 to 12 years old. Now, these youngsters are old enough to respond to care and counseling, and still young enough to be malleable. In fact, phychologists believe this is the age when it is possible to influence them most deeply and permanently, at the least expense.

It can cost up to $300,000 to keep one offender locked away from society for a period of 35 to 40 years. It is time to look toward preventive programs, because a preventive program that works is the biggest bargain of all. Isn't it good business to spend $7,000 a year now and avoid the big price tag later on?

Although this preventive crime approach and the community-based homes concept received almost unanimous approval from professionals and nonprofessionals alike, Boys' Town Homes of Maryland struggled for 4 years before the financial support offered by the Juvenile Delinquency Prevention and Control Act made it possible to begin our program and offer our services to the many, many neglected younsters coming our way.

We are now a reality because of the concern, the guidance, and the financial assistance given to us by Health, Education, and Welfare.

Our first home contains 12 seriously misguided boys aged 8 to 12 years, who are making marked progress in rehabilitation. They attend neighborhood schools, participate in community athletic programs, and sing in neighborhood church choirs.

As part of our preventive approach, we are concurrently working with their parents in an effort to prepare their own homes for their eventual return. Our youngsters are experiencing almost total reduction in school truancy, receiving comprehensive medical care, tutoring, and planned recreational programing.

In order to cut back crime, we must reduce recidivism. It is a disgrace to place a delinquent boy in community care and bungle the job so badly that he becomes a repeater later on, with a terrible lose in community cost and human life.

Our first home is filled to capacity and our second facility is currently being renovated and furnished. However, without increased Federal funding of the type we received last year, our effort may be aborted and a pilot program that may show a new way to other cities and communities may once again be delayed or lost.

Baltimore is not unique in its youth services failure. So, in behalf of all the many, many neglected boys in our Nation, we urge you to appropriate adequately for their rehabilitation through juvenile prevention care.

Please continue existing funds and provide additional appropriations into the areas of crime prevention. We can only reduce the adult criminal statistic when we rehabilitate the young boy, diverting him from antisocial behavior.

When you save a boy, you gain a man.

Mr. Pucinski. Thank you very much, Mr. Cohen.

Did you say that 1½ percent of the teenagers in your area are responsible for 45 percent of the crime in Baltimore?

Mr. Cohen. I said 45, and that is understated, I am told.

Mr. Pucinski. What is the basis for that statement?

Mr. Cohen. Well, records that are available, of course, from the agencies, the police agencies. It has been stated many times, as a matter of public record. I think this may be a situation that is quite prevalent in all major cities.

Since the 15-year-old boy is responsible for the most crime—and that is an accepted statistic, professionally—you can be reasonably sure that 1½ percent of the teenagers in any one given city is responsible for very near that figure, I am sure.

Mr. Pucinski. Do you get any direct assistance under this act for your activities?

Mr. Cohen. Yes, sir. We do receive and gather from our community in various ways private funding, but the grant that we received from Health, Education, and Welfare was the necessary funding that we needed to really get started.

We would not have begun last year had it not been for that particular grant. We don't feel that we can adequately expand this year without that funding and additional funding for the next two homes that we have ready.

Mr. Pucinski. Do you get any assistance from the Safe Streets Act?

Mr. Cohen. No, we did not, sir.

Mr. Pucinski. Have you applied for any?

Mr. Cohen. Well, our initial budget for last year was covered adequately. We looked nowhere else. I am sure there are other avenues. Safe Streets, Act is one. More private money is another.

If you spend all your time in fundraising, however, you do little work in your actual program.

Mr. Pucinski. Is there any fear that, by trying to move this juvenile delinquency program and safe streets, juvenile delinquency will suffer because of the pressures for the shrinking dollar coming from more sophisticated kind of police activities?

The administration takes the position that we ought to put all of this under Safe Streets. My concern is that, if you do that, it will get lost in the shuffle. If your figures are correct, that 1½ percent of the teenagers in your community are responsible for 45 percent of the crime, we ought to identify juvenile crime as a separate and distinct problem that has to be dealt with in a separate and distinct manner, rather than grouping it into Safe Streets package, where invariably it would get lost in the shuffle.

Do you, as one closely related to the problem of young people, feel that we ought to treat this as a separate operation, or do you think that it can get adequate care under safe streets as a part of an overall program?

Mr. Cohen. Well, your comments put the emphasis right where it belongs, sir. When they treat crime today, because of the overwhelming problem that crime is, the agencies meet a period of frustration. They can't bother with the 8-, 9-, and 10-year-old boy that shows pretty severe signs of truancy, theft, homeburning, the various crimes that young people do. They can't bother with it.

They shuffle it aside, put the boy somewhere where he is contained, and the problem just breaks out again, because he becomes the repeater. We are not blaming these particular agencies. They are short of funding. Their staff has enough of a job to do with apprehension, containment, and supposedly rehabilitation.

The approach must be preventive. It absolutely must begin early. That is so simple. It is elementary to the extent that every single person that you will tell it to will say "Yes". Every single professional has said: "You know, that is right. We ought to begin with the 7-, 8-, or 9-year-old boy. It is very obvious today that he will one day be a repeater."

If he is going to be a repeater, he is going to be that adult later. Now, we have to deal with the adult, of course. We have to contain him. We have to try our best to rehabilitate him.

However, there must be—just as you suggest—a separate area, and it must deal with prevention. It must deal quickly with prevention and as early as possible. They are finding that out with narcotics. Starting too late is our constant problem.

Mr. Pucinski. Mrs. Hicks?

Mrs. Hicks. Thank you, Mr. Chairman.

Mr. Cohen, the boys that are taken into your home: Are they offenders under a court ruling or are they boys that you think are potential offenders?

Mr. Cohen. Generally, they have been in trouble in one way or another with an authority. It is generally the courts. The No. 1 antisocial behavior pattern that emerges is truancy, never going to school. Of course, when they don't go to school, they do other things.

They set fires and they steal and they do a lot of little things that little boys do very well. It is generally a conflict of law that brings them to a point where they have got to be taken away from their parent.

Heretofore, they were placed in any training school structure that they have available. That particular training school is so big, so institutionalized, that a conflict develops between him as an 8-year-old and a 16- and 17-year-old. The conflict is of such a nature that the little boy is seduced; the little boy is taught crime; the little boy begins to look up to the older boy as a role leader in crime. This all has a completely opposite result—70 to 80 percent return.

Mrs. Hicks. What would be the cost per occupant of one of these homes?

Mr. Cohen. We are pleased, very pleased, that we have been able to center somewhere around the $7,000 mark per year. Now, there are very many kinds of homes that deal with young people. They go as high as $18,000 per year, when there are psychotic children involved.

Our home, because it begins early enough, actually has the easiest opportunity of having some kind of good result. We are doing it somewhere around $7,000 per boy. As we open additional homes, top-level staff need not be expanded. We can do it for even less, we feel.

Mrs. Hicks. Is Boys' Town Homes of Maryland a corporation, a charitable corporation, a nonprofit corporation?

Mr. Cohen. It is certainly nonprofit. We are, initially, a group of citizens. If you will check our roster, you will find it is a segment of some of Baltimore's finest citizens that were completely appalled at the continuing crime rate.

The papers day after day blast out so many incidents of crime. Baltimore has one of the most severe problems. We just began to feel that we were approaching it wrong; if not wrong, we are certainly not approaching it in proper depth.

We completely ignore anything constructive for the boy until he gets to be about 14, and then we have a special home for 14- through 16-year-olds. By that time, we are wasting our money.

Mrs. Hicks. Do you have any problem in locating these homes in Maryland?

Mr. Cohen. From the standpoint of what objective?

Mrs. Hicks. The community.

Mr. Cohen. We find that practically every community has an objection to having such a home. Any halfway house idea, any community based project seems to have rejection from the community. We faced two communities. In each case, preparing the community, visiting them, explaining what we are doing, and so on and so on—we have overcome the objections and zoning situations.

We then bring in the community as part of the advisory staff to the home so that they can work with us. The community is important in our project. Being community based, we utilize recreational facilities; we utilize the church and we utilize the school, right within the home area.

That boy doesn't have the problem of being sent home and not being accustomed to his community. He is being rehabilitated within his community, as against sending him off into the country where he does quite well for awhile. He manages and then he comes right back into this cesspool again and breaks down.

But, in our particular case, we do as much as we can within the community. We have weekend trips, many of them, each and every week. But he resides in the community, attends the school church and recreational facilities.

As we work with the boy, another phase of our program which makes it "pilot" is that we work concurrently with his parents. Obviously, the parent is most responsible for the problem. We want to send that boy back to a home that is a little better.

Part of our problem is that the boys, in their first, second, third, or fourth homes, will have had, perhaps, one or no parents.

Mrs. **Hicks.** Thank you, Mr. Chairman.

Mr. **Pucinski.** Mr. Bell?

Mr. **Bell.** Thank you, Mr. Chairman.

Mr. Cohen, 1½ percent of Baltimore's teenagers are responsible for 45 percent of the crime?

Mr. **Cohen.** Yes, sir.

Mr. **Bell.** Of that 1½ percent, how many of those youngsters, would you say, are recidivists? How many have been involved before and this is their second term offer getting in trouble?

Mr. **Cohen.** Well, that is a good question. Off the top of my head, I can't give you a 100 percent accurate answer. I do not know, but, based on the satistics that I get from the training school alone, some months you hear it is 50 percent and some months you hear it is as high as 80.

Using a 70 percent as a good mean and knowing that we have some 1,200 boys a year incarcerated in Maryland, you will have 800 boys, I would say, that would have had some encounter with the law.

We, as a society, had an opportunity to say: "Hey, let us do something with this little boy. Let us not turn our back on him. Let us not send him back home. Let us do something. Let us separate him from his parent at this point and let us take a look at him. Let us place him in a little home where he will live as part of a family in a nice 'people-sized house.' "

This isn't anything that he will be objecting to. We have poolrooms and wrestling rooms. We have everything that will make him happy.

Mr. **Bell.** Let me ask my question in a different way then. What percentage of the youngsters who are involved in this 1½ percent are the ones who have been in the less desirable halls of so-called rehabilitation?

What percentage of the crimes that are committed are committed by those who have been in that type of home and have come out?

Mr. **Cohen.** Well, they haven't been in those types of homes. Are you talking about our type of homes or institutions, sir?

Mr. **Bell.** I am talking about the institutions that we are criticizing, State institutions.

Mr. **Cohen.** I don't want to do injury to that particular percentage, but I would say, moderately, 50 percent.

Mr. **Bell.** Moderately 50 percent. All right. Now, I am not asking you to do harm to those institutions either, because I am speaking of the issue of rehabilitation. This type of what we laughingly call rehabilitation is so ridiculous.

Mr. Cohen. Yes, it is.

Mr. Bell. That also applies to the adult institutions. Rehabilitation is nonexistent, and it is even worse, I think, for the juvenile.

Then, if this were the case, couldn't you justify a substantial amount of money to improve the institutions and make them truly rehabilitation centers? Isn't that really the crux of the matter—rehabilitation of the young man or young child that has gone wrong?

Isn't that where the concentration of funds should be, to change our system to one of rehabilitation?

Mr. Cohen. I completely agree. I am for a total new look in rehabilitation. I am for an accentuated look on rehabilitation in the early life of the boy. I am talking 8 to 12, because it is much easier: your money spent is much more rewarded, with good results.

Sooner or later, with proper prevention therapy that 12- or 13-year-old delinquent boy will not be the criminal 20-year-old. So, 10 years of heavy concentration in very young offenders will absolutely show a result and a reduction in crime later in the adult statistics. It is that simple.

Mr. Bell. I think we can develop new programs such as halfway houses, programs such as you are talking about.

Mr. Cohen. Yes, sir.

Mr. Bell. Now when these youngsters go into these institutions, are there determined sentences by the judge in the State of Maryland. Are the sentences indeterminate or is the sentence laid out?

Mr. Cohen. There are both approaches: Indeterminate sentences and sentences that are definite. In the particular training schools that I have visited, have been in touch with the authorities—we are working together. We can help them if we keep boys from going there—these officials have what they call a "funnel" system.

They are always completely full. When 12 boys come in, they make room for 12 boys to go out. So, although their sentence may be indeterminate or finally determined, you have to let those boys out. They need the beds.

Mr. Bell. What I am getting at, Mr. Cohen, is that, I imagine you find the personnel there in some of these institutions pretty bad because they don't pay them well.

Mr. Cohen. Very frustrated, sir.

Mr. Bell. All right. So, if you have indeterminate sentences for the most part, as I understand the way that works, it usually is an administrative board of some kind that determines when the children get out. Right?

Mr. Cohen. That is not the way it happens all the time, sir. You are probably correct in a great percentage of time.

Mr. Bell. How do they determine, for example, in Maryland how soon the youngster gets out? Does the judge set the sentence? If it is indeterminate, it has to be determined——

Mr. Cohen. Judge, perhaps.

Mr. Bell (continuing). By some kind of a board.

Mr. Cohen. There are many ways.

Mr. Bell. My point is that, if this is determined by an administrative board, it is determined, in effect, by the institution. If the institution itself is unsatisfactory, that adds further to the youngster's mistreatment.

Mr. COHEN. It does.

Mr. BELL. What I am asking is whether the route to rehabilitation would involve the use of psychological methods to improve motivation, number one; and, number two, an adequate educational system in the rehabilitation centers?

Aren't these the areas where the emphasis should be laid?

Mr. COHEN. Yes. I guess the only good activity that you can attribute to some of the institutions today is that they are custodial at best. There is very little education, very little rehabilitation, and very little recreation.

It is very sad, but that is exactly what it is. It is more custodial than anything else.

Mr. BELL. The point immediately comes to mind that, educational and psychological efforts being the most important, these are the areas in which this committee ought to move in rehabilitation centers.

Mr. COHEN. I completely agree. The only emphasis I would place is the interpretation of the word "juvenile". To me, all my life, it has meant below the 12-year-old. I have worked with them in all areas.

I don't want to go into my past experiences in working with young people, but I have been with them since I was 17. I really feel I have a good rapport with young people. You must being 7-, 8-, 9-, 10-, 11-years of age. You must begin with heavy concentration in this area.

This we have not done, because the antisocial behavior incidents are of such a shallow nature that they bypass them and shove them aside and discard them. They show up again as recidivists and they show up again as the 15-year-old who has committed a murder, a serious robbery or a house-burning, et cetera, et cetera, et cetera.

Mr. BELL. Most of the money in the budget of the correctional institutions for the different States has been—particularly for the juveniles—in the aspect of detention or custody.

Mr. COHEN. Containment?

Mr. BELL. The facilities, the buildings, the guards, and that sort of thing. What percentage of the budget would you say, is given to education and psychological motivation and so forth?

Mr. COHEN. My indications from the institutions that I have been able to visit and stay in contact with indicate that it is very small, completely negligible.

Mr. BELL. Are you talking about 1 percent or 2 percent?

Mr. COHEN. I hate to throw statistics around, but I would say less than 5.

Mr. BELL. Less than 5 percent for education and motivation and the basic features of rehabilitation?

Mr. COHEN. Right.

Mr. BELL. Thank you, Mr. Cohen.

Mr. PUCINSKI. Thank you very much, Mr. Cohen. We are very happy that you could be with us.

(The following supplemental statement was submitted for the record.)

SUPPLEMENTAL STATEMENT OF JACK COHEN, EXECUTIVE VICE PRESIDENT, BOYS' TOWN HOMES OF MARYLAND

Mr. Chairman: The original Juvenile Delinquency Bill was established to strike hard and precisely in the area of prevention.

If we ever hope to reduce the spiraling crime rate, it is most obvious that we must reach to the root of the problem—the young elementary school boy who first shows signs of neglect and antisocial behavior patterns.

After evaluating today's testimony and reviewing the comments of Chairman Pucinski, committeemen, Mr. Bell and Mrs. Mink, and witness Mr. Harris, a funding administrator, it became quite clear that additional direction was necessary in order to properly direct the funds in this Bill.

The testimony of Mr. Harris clearly pointed up a "fuzz" area that now exists in the field of Prevention and Rehabilitation.

Although the rehabilitation of a released offender can be termed "preventive," inasmuch as it is designed to prevent him from once again turning toward crime, I do not feel the Juvenile Delinquency Bill was created for this purpose. This role, I feel is best served by the Safe Streets Act, which deals more with apprehension, containment and rehabilitation.

I suspect that Mr. Harris, along with many administrators throughout our nation, find themselves moving away from "Pure Prevention" and utilizing existing funding in the area of rehabilitation. This is a natural reaction for all city fathers, since the overbearing criminal activity is such an ever present and consuming problem, they have no choice but to seek a solution based on more apprehension and more containment . . . Funding for "Pure Prevention" does not seem to be as vital or as dramatic. The mild offender and troublesome child keeps being pushed to the rear of the bus.

In an effort to make this bill more unique and direct it toward a specific area of concern, I suggest:

(1) That we acknowledge "rehabilitation" to be that type of activity that deals with a discharged offender or criminal after he has been incarcerated in a security facility.

(2) I suggest that we acknowledge the term "Pure Prevention" as that type of therapy that deals with youth, when he shows serious antisocial behavior patterns and prior to his assignment to a training school or jail. This boy or girl should probably be a "CINS"—A Child in Need of Supervision.

(3) In order to start early enough and to gain the greatest opportunity for correction, I suggest that the priority age group be limited, initially, to the six through twelve-year-old child.

If the 15-year-old boy commits the most serious crime in the United States, it is obvious that our target for "pure prevention" should begin early with the elementary school child.

(4) I suggest that the Bill direct the establishment of special testing programs to more early determine the troubled youngster, as part of his educational program in school.

(5) All concerned agencies should be aware of the need for detecting potential delinquents and be aware of community youth services available as part of the "Pure Prevention" treatment.

(6) More community-based Homes such as Boys' Town Homes of Maryland should be encouraged as a facility for children in need of supervision, love, guidance, motivation and the many human services that he is not getting in the large institutions that now provide merely custodial care.

Since a troubled child generally has a parental problem that may make it necessary to remove him from his home temporarily, the need for "people-size" Homes seems to offer a major service, in a "Pure Prevention" program, designed to prevent his incarceration elsewhere.

These recommendations are merely a few apparent characteristics that should structure the Bill, in an effort to completely define its purposes, its goals, its priorities and its ultimate area of operation, and prevent it from infringing upon the Safe Streets Act.

Such a clear identification would enable innovators to direct their projects properly and also give support to the selective disbursement of available funds.

Thank you.

Mr. PUCINSKI. We are very pleased to have with us this morning some visitors, a group of young people from the Terrell Junior High School and the Dunbar High School, and their teacher, Miss Mary

Herman, and their advisor, Mrs. Howard, who is from the Center City Development Corporation.

If it is agreeable to the committee, I would like to try something that we don't ordinarily try. As long as we have these young people here, perhaps we could get these young people, unrehearsed and unprepared, to tell us what some of the problems are.

In these congressional hearings, we frequently have prepared statements carefully worked out with a great deal of research. The people we are trying to help most, however, with this kind of legislation usually are pretty much ignored and overlooked.

So, for a few minutes, if I may, just to see how it would work out—Mr. Bell is agreeable and I hope Mrs. Hicks is agreeable—we would like to invite some of you young people here to speak, first of all to show you how Government works. The way we write legislation is to ask the people what they think we need. Then we try to translate that into some form of legislation.

So, why don't we just take those four people there in the first row? Why don't you sit up over here and let us talk to you for a few minutes? Would you be good enough to sit down in these chairs in front of the table?

I want you to know that this is completely unrehearsed.

Mr. **Bell**. That is what you get for sitting in the front row.

Mr. **Pucinski**. Now you know why people in church always sit in the back row.

The committee this morning is holding hearings on a bill, a law that is on the books, designed to help local communities deal with the problem of young people who get in trouble. The testimony before our committee now is on whether or not this legislation can be improved, whether it should be continued.

The hearings that we are holding is so that we can get some idea of the the nature of the problem. I wonder if we can start with this young lady over here. I am sure you have some ideas on why young people get into trouble, why people break the laws, what the problems are, what you think causes it, and what you think could be done to improve it.

Would you give us your name, young lady, for the record?

Miss **Walker**. Deborah Walker.

Mr. **Pucinski**. Miss Walker, would you start out the discussion and let us see what happens?

Miss **Walker**. Well, I think the children shouldn't do anything like that and I think it should be improved. They should stop breaking the law. Sometimes there are laws that they do not want to go by.

Mr. **Pucinski**. What do you think makes young people break the law?

Miss **Walker**. I can't really say.

Mr. **Pucinski**. What do you think can be done to make sure they don't break the law? What would you like to see done?

Miss **Walker**. Well, I don't know.

Mr. **Pucinski**. Let us try with the young man over here. What is your name, sir?

Mr. **Fleming**. Dennis Fleming.

Mr. **Pucinski**. How do you spell your last name?

Mr. **Fleming**. F-l-e-m-i-n-g.

Mr. **Pucinski**. What school do you go to: Terrell or Dunbar?

Mr. **Fleming**. Terrell.

Mr. **Pucinski**. What grade are you in?

Mr. **Fleming**. Seventh grade.

Mr. **Pucinski**. What do you think causes young people to get into trouble?

Mr. **Fleming**. They don't have anything to do.

Mr. **Pucinski**. They don't have enough to do?

Mr. **Fleming**. They don't have nothing to do.

Mr. **Pucinski**. Nothing? Could you elaborate on that?

Mr. **Fleming**. They are in an area and nobody will come out, and there isn't anything to do. There is a group of people that don't want them in the group, or they don't have anything to play with or anything like that.

Mr. **Pucinski**. What would you like to see done? What do you think we ought to do?

Mr. **Fleming**. Give dances. Have recreation, something to do for the different students.

Mrs. **Hicks**. Recreation?

Mr. **Pucinski**. Oh, you like dances?

Mr. **Fleming**. They are all right.

Mr. **Pucinski**. Do you have any social centers or any community centers in your neighborhood where young people can congregate?

Mr. **Fleming**. They are open from 6 to 9. People get out at 3 and then they go and snatch somebody's pocketbook. They go to the recreation at 6 o'clock. It opens at 6 o'clock. They go and play and stay until 9 p.m. and go home.

Mr. **Pucinski**. How about this young lady? What is your name?

Miss **Hayes**. Gwendolyn Hayes.

Mr. **Pucinski**. Which school do you go to?

Miss **Hayes**. Terrell.

Mr. **Pucinski**. What year are you in?

Miss **Hayes**. Seventh.

Mr. **Pucinski**. What do you think is the reason why young people get in trouble?

Miss **Hayes** I think that they don't have enough jobs to keep their minds off trouble.

Mr. **Pucinski**. What would you recommend?

Miss **Hayes**. Well, put more jobs out for the people in the summer so they wouldn't get into so much trouble.

Mr. **Pucinski**. Would you like a job?

Miss **Hayes**. Yes, sir.

Mr. **Pucinski**. How old are you?

Miss **Hayes**. Thirteen.

Mr. **Pucinski**. What would you like to be doing?

Miss **Hayes**. Anything to keep my mind off things.

Mr. **Pucinski**. What kind of work do you think you would like to be doing?

Miss **Hayes**. It doesn't matter what kind of work.

Mr. **Pucinski**. You know, you make a very good point. We have a cooperative work-study program, but apparently it is just not reaching enough people. You make a very good point here.

How about the next young lady? What is your name please?

Miss **Gonner**. Brenda Gonner. I think they should have more recreation for smaller children.

Mr. **Pucinski**. What kind of recreation?

Miss **Gonner**. They go and sit up and play games. Some of them learn how to say numbers and learn how to talk.

Mr. **Pucinski**. Mr. Bell?

Mr. **Bell**. I would like to ask this young man a question. You speak about recreational dances. How about your school grounds? Are they open for athletics? Do you have a good athletic program in your school?

Mr. **Fleming**. We go Mondays, Wednesdays, and Fridays.

Mr. **Bell**. You would like to have it increased? The sports program?

Mr. **Fleming**. Yes.

Mr. **Bell**. More sports? More athletics?

Mr. **Fleming**. Yes.

Mr. **Bell**. Can you use the playground on weekends or during the week?

Mr. **Fleming**. Like Sundays?

Mr. **Bell**. Saturday or Sunday.

Mr. **Fleming**. Sunday it is a parking lot for the cars for the churches.

Mr. **Bell**. Sunday the grounds are full. How about Saturday?

Mr. **Fleming**. You can go out and play, but sometimes you don't have anything to do. There isn't anybody out there.

Mr. **Bell**. There is nobody organizing a program? How many times during the week can you have an athletic program?

Mr. **Fleming**. On Fridays.

Mr. **Bell**. Just on Friday? You don't have an athletic program after 3 o'clock the rest of the days of the week?

Mr. **Fleming**. No.

Mr. **Bell**. There is no body out there to organize a program like baseball or football?

Mr. **Fleming**. No.

Mr. **Bell**. Basketball or anything like that?

Mr. **Fleming**. No.

Mr. **Pucinski**. Let us try another panel. Why don't we try back there, the four young people back there.

Thank you very much, young people.

Let us have that young man back there in the red leather jacket. Would you come up please? How about a couple of other young people back there? Could we have about three more volunteers?

Mrs. Hicks, why don't you start on the round?

Mrs. **Hicks**. Mr. Chairman, the question that you asked the other panel—what is your name, young man?

Mr. **Burgess**. Benjamin Burgess.

Mrs. **Hicks**. Mr. Burgess, why do you feel that young people are getting into trouble?

Mr. **Burgess**. Well, I think——

Mr. **Pucinski**. Could you speak up a little louder, Mr. Burgess, please?

Mr. **Burgess**. I can't explain it. Sometimes people get into troubles because—I can't express myself right.

Mrs. **Hicks.** Do you think some of the reason that the other boys and girls gave, the fact that there aren't any recreational facilities around after school and the like, are right? Do you think that this is one of the problems?

Mr. **Burgess.** No, I don't think so. See, the reason why they get into trouble is because nothing is happening. The older people work at night and they leave the children out late at night. The problem they have is more during the daytime. The jobs we have now are not paying much. People want raises and stuff like that.

The reason why they get in trouble—I am getting to the point—is that they just like to be doing things. The programs we have got now, the managers don't teach the children enough. They are wild, kind of, and they go out——

Mrs. **Hicks.** They are wild?

Mr. **Burgess.** Yes, they break up stuff. The older people are responsible for all this. I guess that is all I have to say.

Mr. **Pucinski.** How about the young lady?

Miss **Davis.** My name is Sherry Davis.

Mr. **Pucinski.** Miss Davis, could you speak a little louder please?

Miss **Davis.** I think the problem is that some of the young people have problems at home with their parents. Some of the parents argue all the time. You get tired of hearing them argue, so the young people go out and take it out on the world, like snatching pocketbooks and raping people.

That is about what the problem is. I think they do have programs in the afternoon, academic programs and recreational programs, but they don't have enough jobs. These young people need jobs because they need to help their families out with expenses.

Mr. **Pucinski.** Mrs. Hicks?

Mrs. **Hicks.** If we were able to get some more job opportunities for young people, do you think this would be the answer to keep them busy?

Miss **Davis.** It won't be the answer to all of the problems of keeping them busy, but I think it will be half.

Mrs. **Hicks.** You said that you find that the reason that young people get into trouble is because their parents don't understand them and that they argue with them? Is it that they argue with each other or that they argue with the children?

Miss **Davis.** I am talking about parents arguing with each other, the mother and father. When they argue, they argue so loud that everybody hears them and they get tired of listening to it, so they leave.

Mrs. **Hicks.** So they go out on the street then on their own? Is that what you are saying?

Miss **Davis.** Yes.

Mrs. **Hicks.** What do you think we could tell these parents that would help?

Miss **Davis.** There is really not much that you can tell them because they are within their own home and they can do what they want. If they had jobs for these young people, then they wouldn't have to be home to listen to it all the time.

Mrs. **Hicks.** I see.

Mr. **Bell.** The young lady in blue? What is your name?

Miss **Jones.** My name is Kathy Jones. I agree with her on some points. Even though some parents aren't messed up in their home, it doesn't reflect on all kids. It does reflect on them, and, even if there were more jobs, after they come from their jobs, they still would get into the problem. If they are going to do anything, they are going to do it anyway.

More jobs will help the problem.

Mr. **Bell.** What do you think would be another help to keep them out of trouble?

Miss **Jones.** Well, they need more recreation. There are some kids, like she said, who help their parents with their money. Just making $1.60 does not leave you with much to do after you help your parents. They should go out more.

If their parents argue, they should sometimes sit down with their parents and see if they could help the situation. If the kids talk with their parents, they may help also with the problem at home.

Mr. **Pucinski.** If you have a problem, whether it is a problem of school or a problem at home, do you have anyone to go to?

Miss **Jones.** Yes.

Mr. **Pucinski.** A counselor or a teacher at school or someone to discuss your problems with? For instance, on these jobs, do you have someone in your school that you can go to and say: "Look, I would like to get some part-time work. I need it to help my family?" Do you have these facilities in your school?

Miss **Jones.** Well, we have a job counselor. They have found jobs for a lot of us. Most of them are just over the Christmas holidays. After the holiday is over, the job ended because the rush was over. We have jobs, but we just don't have enough.

Mr. **Bell.** Do you think the school could do a better job of helping the kids with the problems?

Miss **Jones.** I think so.

Mr. **Bell.** You think so?

Miss **Jones.** Yes.

Mr. **Bell.** In which way would you direct that help primarily, if you could direct it? Better athletic facilities, better athletic opportunities, recreational areas?

Miss **Jones.** Mainly jobs and more money, because you can't get far with $1.60. We need some more money.

Mr. **Pucinski.** What about housing?

Miss **Jones.** Well, they are putting up a lot of projects around. They are pretty good. There is more room, more bedrooms, more privacy. They are doing a lot, but I just still can't get over the $1.60. We need some more money.

Mr. **Bell.** $1.60 an hour?

Miss **Jones.** Yes, that is all we get an hour. We were working 3 hours, but they cut our hours down to 2 hours. The job ends in May, and from May to June we are just out of money until they rehire.

We are seniors, so we will have to get our own jobs. I don't know where we are going to get all this money from.

Mr. **Burgess.** They need to build more housing because the District of Columbia has a large amount of children, and for recreation it has got to spread out.

Mr. **Pucinski.** How about this young lady?

Miss **Stuart.** My name is Lettie Stuart. I agree with them. If you don't get any kind of affection or anything at home and they give you a job and you go on a job, that doesn't mean—they are going to give you the work to do and you know you have to do it, but you know you are not going to enjoy doing it.

You can still go out here and snatch a pocketbook or do anything you want to do. If they have recreation, they should not just have it in one area. They should have buses to take them away from the place. where they can't snatch a pocketbook. They should take them out there and tell them right from wrong in the park somewhere.

Of course, when they come back here——

Mr. **Pucinski.** You have brought in a whole new idea here that I don't think has ever been mentioned before. We hear a great deal about busing in the country, but I don't know whether anyone has ever suggested busing for recreation to break the patterns that you discuss.

It is entirely possible that it may have some significance. Do you think that would help? Do you think that moving young people around to different environments would help?

Miss **Stuart.** I think that would mean a great deal.

Mr. **Pucinski.** Miss Jones?

Miss **Jones.** I agree with her because they won't be around the same old people all the time. They will be meeting new people. They could probably enjoy it. Each time they have a trip, they would probably like to go and meet more people.

Miss **Stuart.** She was talking about arguing with your parents. Well, that would give you another chance to get away from the arguments at home, because that can have an effect on a person.

A lot of people feel it is not enough money at jobs, whereas they can go out there and grab a pocketbook or something or rob somebody or break into a store. They can get the money and do what they want.

If they don't get caught, I guess they figure: "Well, I can go ahead and keep on taking until I get caught."

Mr. **Bell.** Do you think it would help if the school authorities and teachers and so forth, as well as yourself, could talk your parents into coming more often to school and having meetings with the teachers? Do you think that would be a good idea that would be helpful?

Miss **Stuart.** That is a good idea, but a lot of parents are still not going to come.

Miss **Jones.** A lot of parents can't come to the meetings because they have to work. So they usually just have them in the evening, but some parents work in the evening. I don't know how they are going to get together. It is hard to get parents and teachers together.

Mr. **Pucinski.** If you were a Member of Congress and you were writing this legislation, what do you think we ought to have in this legislation to help young people? That is the purpose of this bill, to help young people like you.

Let us start with that young lady.

Miss **Stuart.** I think they should bring people from, I guess, the outer part, people that we really don't know. If you bring people in that you know, they are going to sit in one group, whereas the other person may have a more serious problem in this group, and no one is helping them.

So, they can get somebody nobody knows, and bring them in and let that person work with this group, and maybe somebody else work with them.

Mr. PUCINSKI. Next?

Miss JONES. The thing I can say is more money.

Mr. PUCINSKI. More money?

Miss JONES. And more jobs. Please.

Mr. PUCINSKI. How about that young lady?

Miss DAVIS. I could say more recreational facilities and more places to go for the young people.

Mr. PUCINSKI. What about the kind of schooling that you are getting? Is it sufficiently interesting and rewarding to give you what you want?

Miss DAVIS. For me it is, but it all depends on the person, whether they accept that or not. If you want to study, you can, because you are on your own anyway. You have to get what you can. They are there to help you get it and not just to dish it out.

Mr. BURGESS. They have to study in order to prepare themselves to get the jobs.

Mr. PUCINSKI. What about drug abuse? Is it a problem?

Mr. BURGESS. Yes, sir.

Miss DAVIS. Yes; it is.

Miss JONES. Yes.

Miss STUART. Yes, sir.

Mr. PUCINSKI. Is dope and narcotics a problem?

Miss STUART. You mean in our area?

Mr. PUCINSKI. In your area, yes.

Miss STUART. It is a problem. Well, take our area. People out there can't get the money for the dope and that is how they get in trouble. They steal their parents' money and their next door neighbors' money. They will go out and get the dope.

They even may have a job. $1.60, as she said, is not enough to support the habit they may have. Well, naturally, they have to go get more money to get what they need.

Mr. PUCINSKI. Is dope a problem among young people in your community?

Miss STUART. In a way. Really, where I live, it is a problem there. We have meetings where I live and they always complain about people breaking in their houses. Where I live, they have a recreation center for the children to go in.

While they are in the center, somebody is in their house. They are going to go out and get what was taken from them, so it is a problem where I live.

Mr. PUCINSKI. What you are saying is that the incidence of burglary is increased by those who need money to buy dope?

Miss STUART. I think that is the problem.

Mr. PUCINSKI. How about this young lady?

Miss JONES. Well, I think that is the problem too. Like she said, if they have a job, they are not going to have that job long, because they are not going to work. They can't work. They are sick half the time. They just don't have the time to work.

Mr. PUCINSKI. Next?

Miss DAVIS. I think it is a serious problem, but I think that they should have perhaps some young police around the same age as we are, like 17 and 18, in the schools. They could go in the classes and they could find out who the dope addicts are. Some of the teachers know who the dope addicts are, but they don't report them.

Mr. BURGESS. In the black centers out here, the older people influence the smaller people by taking drugs. I think they should set up more programs to get the smaller people to know more about the drugs.

Mr. BELL. On that, do you think that ex-dope addicts that came and talked to the school would be helpful in explaining the dangers of drugs?

Mr. BURGESS. Well, they tried that. I don't think so because the smaller people see their brothers and sisters do it and they think it is a big thing. So they go out and break into the houses and cause trouble. They usually need some money to support their habit.

Mr. BELL. Let me ask any one of you who wants to answer this. Would you say that 60, 75, 50, 80 percent of the juvenile activity, that is, the breaking the law and doing things that are wrong, are done by people who are just the ones you described, that have got the habit and have to have the money? And what percentage is done by the kids who just want to do it for the fun of it?

Miss STUART. I think more of them that are not on dope do it. Smaller children just as well as the larger children run around here doing the same thing. That doesn't mean that they are on dope. I feel that a little more than half are doing it more than the people that are on dope.

Mr. BELL. Is that what your feeling is too?

Miss JONES. No; I would say about 60 percent of the people who do it are dope addicts. I say most of them. Some kids just steal for the heck of it. I would say that most of them are dope addicts.

Mr. BELL. Most of them are people——

Mr. PUCINSKI. Just so that the record is correct, what you are saying is that most of those who commit crimes are dope addicts. You are not saying that most of the young people in your school are on dope?

Miss JONES. No.

Mr. BELL. She is saying, as I understand it, the majority that do commit crimes or break the law are those that are involved in narcotics.

Miss JONES. Yes.

Mr. BELL. Would you concur?

Miss DAVIS. Yes, I think about 80 percent of them.

Mr. BELL. Eighty percent?

Miss DAVIS. Yes.

Mr. BELL. Are usually the troublemakers all the way around? Would you agree to this?

Miss DAVIS. Yes.

Mr. PUCINSKI. Have you any questions, Mrs. Mink?

Mrs. MINK. I have no questions, Mr. Chairman.

Mrs. HICKS. I have no further questions.

Mr. PUCINSKI. One final question. Would anyone venture a guess as to how extensive is the problem of drug use in your community? It is serious or moderately serious? How would you describe it?

Miss STUART. It really has slacked up. Last year it was terrible. This year you don't hear that much about it. Once in a while, they do have police come in and search these people's lockers and stuff. This year it is not as bad as it was last year.

Mr. PUCINSKI. What do you think is the reason for that? Do you have any idea?

Miss STUART. One reason is because half of them graduated.

Mr. PUCINSKI. What are they doing right to keep the new seniors from not turning to it?

Miss STUART. Well, maybe they don't have as much contact with the people as the other ones had, so they can't get as much.

Mr. PUCINSKI. Have the police been doing a pretty good job in trying to crack down on the dope peddlers in your area?

Miss STUART. Not that I know of.

Miss JONES. Are you talking about the dope problem in the school? Well, our principal has done a very good job, because she checks around that building. I think she has taken care of most of the problem over at our school. She has cleaned it up pretty good. Like she said, most of them are gone, but there are still some around.

They don't have the connections, so they have to do without or stack up until the weekend.

Miss STUART. I agree with her. The principal—If you let intruders come in your school, if they have dope, they are ordinarily going to pass it around. The principal catches them. She catches any intruders she sees, and she puts them out. Then she will contact the police and tell them that we have had intruders in the school and that they are walking around.

Most of the time she walks around with them. Anybody that she sees that doesn't look like a Dunbar student, she has them put out.

Mr. PUCINSKI. Is there anybody else in this group who would like to add anything?

Yes, ma'am.

Miss MYERS. My name is Diane Myers. I think that the methadone program—they get the same effect from that they get on the dope. They are getting this free, so that they don't have to go around snatching pocketbooks.

Mr. PUCINSKI. Is there a methadone clinic in your neighborhood or one which is accessible?

Miss MYERS. Yes.

Mr. PUCINSKI. And you say that it is working? You think it is a pretty good thing?

Miss MYERS. I think so.

Mr. PUCINSKI. What was your name?

Miss MYERS. Diane Myers.

Mr. PUCINSKI. Anybody else? Yes, ma'am.

Miss HOWARD. I am Miss Howard from Center City Community Corp. We brought these students here today.

I think that most of the students with whom you have talked have highlighted the problems here and there. I think one of the problems that the students talk about, narcotics in our area, is a tremendous problem.

One of the problems that we are finding through Mrs. Beckwith, principal of Dunbar High, is that we can't get the board of education and the police department together. The students are preyed on constantly by peddlers. The principal chases them out of the school.

We have tried to get them removed from the community. The authorities cannot act. Usually some of the same youth that we are trying to protect from these stores, they get to them, anyway. When they go to the youth centers, they may be put on maintenance programs, narcotic rehabilitation programs, and so forth.

When they comeback, they are wiser on just how to get narcotics and how to rob. It seems like they are educated in crime when they go into these youth centers. We are trying to find a way to work with the authorities to bring them together with our administration at Terrell and at Dunbar to find a way that we can help the child once he is away from that neighborhood and back, how we can rehabilitate that child.

Every block that we have had is with the law. The law states that you can't do this or you can't do that. There is almost no input with the parents in the home with the child. Once he is found to be on drugs, once he gets into crime, the law doesn't relate to that parent at all.

It is just a constant kind of thing. We have tried to use family-child services and counseling under the OEO program. Due to the cuts, we have lost the only kind of counseling that could reach out to both the child and the parent in the community.

We have tried to find sources to bring family-child services back to the community. You have heard the children talking about the families who have constant arguments. That pushes the child out into the street.

We need this kind of service, where we can sit that child down with his parents and just talk about the problem, just talk about how it affects that child, and why it is pushing the child out into the street.

Many of our children are finding narcotics as the answer because there is no protection there to keep them from it.

Mr. Pucinski. Miss Howard, how can we help you create the facilities and programs to get these children, their parents, and you together specifically? What can we do? What can this legislation do?

Miss Howard. I think there should be some legislation created where there is some dialog or some work done with that parent, that school in which that child is going to be returning to, to help them to understand that child. I think that when that child is put into one of these correction centers, that the parent should be worked with on a social basis to help them to adjust to just what the child's problem is and why it is and what they can do to help that child, and not just say: "Your child is going to serve so much time because of this crime." This is the problem.

Mr. Pucinski. The problem that we have is that this legislation provides that——

Miss Howard. It is not working.

Mr. Pucinski. The problem is getting this help down to you. Obviously, from the testimony here this morning, whatever virtues there are in this legislation or any other legislation are just not getting down to you. It is being shortstopped somewhere along the line.

Is that a fair statement?

Miss **Howard**. That is a fair statement, but I think the biggest part of the reason why it is being shortstopped is that we just don't have enough people working in the area of counseling with the youth and adults. We just don't have enough of them.

I think we don't have enough probation officers who are oriented to really work with the problem, the child's social problem. They look at the problem as criminal, and they leave him there. They don't try to do anything to adjust that problem to work with it. They just look at him as a criminal and they tell him: "Next year we will see you again. We will give you 6 months on the street."

Mr. **Bell**. Would you like to see more of this done through the school system?

Miss **Howard**. Not just leave it up to the school system. They don't have enough people. We are short at both of our schools, with psychologists working with the children. This has to be a joint venture.

We need staff in these schools along with your probation officers or your people who are under your crime program, to work with these people.

Mr. **Bell**. What do you do with the parent that is uncooperative?

Miss **Howard**. With a parent that is uncooperative, there have to be some measures taken. We have had students in our schools, Dunbar and Terrell, who have been on narcotics for months. The parents do nothing about it.

When they found out about it, they were afraid. All they could think about was to get him out of the home, away from the rest of the children. This is because the parents are not educated. They don't know what narcotics is about. All they think about is that he is going to steal, he is going to rob, he is going to do some harm to the family.

We need to educate the parents because the parents are ignorant. They don't know how to treat the problem. We need to help these parents come together with the school, with the probation office, with the narcotics treatment program, to understand that child and work with him.

Mr. **Pucinski**. Miss Howard, we are very grateful to you and to Miss Herman for dropping by. I might say that these young people, totally unrehearsed, did very well. We are grateful to you for your contribution toward our hearings. We want to thank all of you.

You are welcome to stay if you wish. If the young people here will take their regular places, we have another witness this morning. We would like to move on with that.

Our next witness is Mr. Richard Harris, the Director of the Division of Justice and Crime Prevention, Commonwealth of Virginia.

Mr. Harris, you heard from this young constituency over here on what they think some of the problems are. One of the points that they make, which I think is of deep concern to all of us on the committee, is that programs that we pass here in good faith before the Congress just don't get down to the people they are designed to serve.

I was hoping that perhaps we could hear something from you, because it is my understanding that you administer both the Juvenile Delinquency Prevention and Control Act and also the Safe Streets Act.

Mr. **Harris**. That is correct.

Mr. Pucinski. So it will be very interesting to get your views on these two acts and how we can make them more effective. Why don't you proceed in any manner you wish, Mr. Harris.

STATEMENT OF RICHARD HARRIS, DIRECTOR, DIVISION OF JUSTICE AND CRIME PREVENTION, COMMONWEALTH OF VIRGINIA

Mr. Harris. I apologize, Mr. Chairman, for not having a written statement to hand to you, but I did not have time to prepare it. The notice of my coming here was somewhat short.

As you know, we are the Division of Justice and Crime Prevention, the Virginia State criminal justice planning agency under the Omnibus Crime Control and Safe Streets Act. We call our supervisory board the Virginia Counsel on Criminal Justice.

The Governor of Virginia, when both of these acts were initially passed back in 1968, first created the Virginia Council on Criminal Justice to administer the Omnibus Crime Control Act and designated our State department of welfare and institutions initially as the agency to administer the JD Act, which was also passed in 1968.

At a subsequent time, we received letters from Attorney General Mitchell and Secretary Finch, a joint letter—I have a copy here which I will be happy to make available to the committee after my testimony. The letter was dated February 14, 1969. You, Mr. Chairman, and the other members of the committee may have seen it.

In it, these two Federal department heads suggested that each State should do its utmost to coordinate the administration of these acts, as was intended originally, of course, in their enactment by Congress. Accordingly, our Governor then designated the Virginia Council on Criminal Justice as the coordinating mechanism for the administration of these acts.

I am told that at present there are only about five or six States which have not done so. In other words, except for five or six, all States now administer both of these acts through their criminal justice planning board or agency.

As a result of this, I suppose, we have been in a position to compare the method by which both of these acts have been administered at the Federal level. I might say initially that, in some fashion, it certainly appears to us that the Federal agencies, both Justice and HEW—and I am not casting stones at either—for some strange reason apparently never got the message that was conveyed by the two departmental heads to the Governors.

We in the States have sincerely attempted to coordinate the administration of these acts, but I must say that we in the States have seen no evidence of any real effort at the Federal level to coordinate the administration of these acts. This has given us great, great concern.

HEW, for one reason or another, and Justice, for one reason or another, seem to have gone their separate ways. This has created some very serious problems, as you can imagine. We at the State level are trying to coordinate the administration of both programs, and yet at the Federal level we have two channels of communication going up, which doesn't exactly lend itself to efficient administration in terms of criminal justice planning and implementation of actual programs.

This also—As I said, this has given us a chance to compare the manner in which each of the Federal departments has administered its respective acts. I must say that, to coin a phrase, comparatively speaking, in looking at these activities, Justice has come out smelling like a rose and HEW has come out smelling like a city dump.

Frankly, HEW has not effectively administered the act. I can sit here for the next half hour and relate to you facts and incidents which have been very disconcerting to us in Virginia. Now, I am speaking, of course, only about Virginia's experience. I can't speak for the experience——

Mr. Pucinski. That is a very colorful description: smelling like a dump. I hope that the representative of HEW will take that message back to the Department.

Mr. Harris. The difficulty has been that HEW went through some reorganizational efforts right in the midst of the administration of the program. In the process of that, for some strange reason, it lost all of the application materials and all of the correspondence that we in Virginia had had back and forth with them.

I think in the course of their reorganizational effort, Mr. Chairman, they also engaged in a transfer. You will recall, I think, that when President Nixon came on board, he tried to regionalize all of the various Federal agencies programs into one center. At that time, before his tenure of office, HEW's regional office was in Charlottesville, Va. Then it was moved up to Philadelphia, where most of the other Federal regional offices were.

In the course of that move and in the course of the reorganization, both of which took place in late 1969 and early 1970, our correspondence was lost. Frankly, we had to reconstitute the HEW files from our own copies in order to get back up to speed with respect to where we had been before the move.

I can go through the history of this reorganization, but I think much of it is reflected in this report. They changed names and changed structure and changed responsibilities, most of it oriented, I must say, apparently on the surface to an effort to decentralize the mechanism by which HEW would administer this particular JD program, and, in fact, issued some rather lengthy guidelines on the decentralization effort, none of which, as far as we could tell, have really been implemented.

As a matter of fact, we never have received anything except the draft form of those guidelines, a copy of which I have here, a blue document. I have never received anything more recent than this. This came to us in February of 1970. I really do not know what the status of the guideline situation is with the JD Act.

Now, let me back off. I don't want to sound negative, and I am afraid so far I have. I didn't come here for that purpose at all. I don't think anybody quarrels with the crying need for more funds to be poured into juvenile delinqency prevention and control. Certainly the witnesses you have had here today that I have heard, and I am sure witnesses that have come before me and will come after me will all bear that out.

I think the question before this committee and before the Congress is really the mechanism, as you yourself have suggested and others on the committee, in questions directed to witnesses today. What mechanism can be developed to most effectively get these funds where they will get the biggest bang for the buck, and, in a sense, get into the programs in which you gentlemen in Congress, and ladies, intend them to go?

I should have put that the other way around. Excuse me. Ladies and gentlemen.

Now, we feel that—and let me say briefly before I say that that I am a member of the Legislative Committee on the State Planning Agency Directors' Organization, a nationwide organization. We feel, as State Planning Agency Directors, that the most effective way to achieve the coordination that is absolutely necessary in the utilization of funds for JD prevention and control is to, in some way, appropriate them so that they can be and will be effectively coordinated with the utilization of the Safe Streets Act funds, which, as I have tried to indicate already, simply has not happened, for one reason or another, to this point.

I have some statistics here which I think you will find somewhat interesting in terms of the utilization of a Safe Streets Act fund for juvenile delinquency prevention and control programs. As you know, I think the use of the term "Law Enforcement Assistance Administration" and the use of the term "law enforcement" has in some instances tended to convey the impression to many of our citizenry that the Safe Streets Act program is oriented primarily toward the apprehension process.

I think when most people see the phrase "law enforcement," they think of the policeman on the beat. We in Virginia and in other States have tried to use the term "criminal justice system" or "criminal justice program" as much as we can, in order to convey the impression that what we are dealing with here is the entire criminal justice system, and that law enforcement is simply the step after ineffective prevention.

Law enforcement, as I see it, is the second step on the spectrum of the entire criminal justice system. We in the State planning agencies are sitting back seeing this thing working as a system. We have a tremendous job, as you can well imagine, in overcoming the historic fragmentation that has existed for years and years in the criminal justice system, which has brought us to the point of disaster, almost, in terms of its effective administration.

For years the courts have operated in their own little bailiwick. The prosecutor has been in his little bailiwick. The police have been in their own little bailiwick. The juvenile detention facility and juvenile prevention programs have been in their own little bailiwick, and so on.

For the first time, I suppose, at least in the history of this country, with the passage of the Safe Streets Act, each State created a mechanism by which, hopefully, to overcome this fragmentation.

Certainly the President's Commission's report, which has been quoted so many times, points out the terrible effect of a continuing fragmentation. I simply make this remark as a means of indicating to you that, sitting where I sit as a director of a State criminal justice planning agency, I see a continuation of that fragmentation, when you have a JD Act on the one hand and a Safe Streets Act on the other. Certainly we see it at the Federal level.

We see it also, even though we have set up coordinating mechanisms within the States, as I have indicated, to bring together the activities of both of these programs, we still see fragmentation because we are in turn reporting to two independent agencies, both of whom, at the upper level, are not apparently talking to each other.

We in Virginia, for example, draft annual comprehensive plans which cover the whole gamut of the criminal justice system, JD included, for the purposes of the Safe Streets Act. We also are working on an independent comprehensive juvenile delinquency prevention plan for purposes of complying with the JD Act.

Personally, this makes no sense to me, because all we are really doing is drafting an independent JD plan, the essence of which we then put over into the comprehensive plan for the safe streets program—the comprehensive plan for the Safe Streets Act program, because this is the way we must do it at the State level in order to effectively coordinate the utilization not only of our Federal funds, but of our local funds.

We can't be operating a planning and action program in JD without coordinating it, obviously, with the overall criminal justice program planning and implementation and the Safe Streets Act and all of the other programs related to the criminal justice system.

So, you have got to find a method by which we can achieve what is intended, certainly by this Congress. That is comprehensive criminal justice planning and criminal justice improved implementation within the States and localities.

You are not going to have that if congressional enactments increase or tend to increase the already existing fragmentation. That is by way of saying, I suppose, that what we would like—at least I will speak for myself, what I would like—what I should think we should have is increased funding for juvenile delinquency prevention and control tied to the Safe Streets Act program, either by increasing part C, which is the action grant program section of the Safe Streets Act, by the level at which you would ordinarily appropriate separate funds for the JD activities under the programs in the JD Act or under the proposal in your bill, Mr. Chairman.

In other words, don't have your bill. I must say that continuing the present structure, to my mind, would continue the disaster that I see we are in right now. I would much prefer seeing funds that would be appropriated to continue the existing JD Act put into or added to the part C appropriation that goes into the Safe Streets Act.

Now, I know your next question to me, and I will answer you before you ask it. Whether when you do that, you should designate or categorize those additional funds going into the part C appropriation for the Safe Streets Act specifically for JD use.

Mr. Bell. And could not be used for other programs.

Mr. Harris. My answer to that would be "No," because I think that—and I will give you some statistics in a minute—you are going to find that each State is very definitely committed to increasing input into juvenile delinquency prevention and control.

Say you appropriate $25 million, or will, for Mr. Pucinski's bill. Say you don't do that. You put the $25 million almost as an added appropriation to the part C part of the Safe Streets Act program. I think you are going to see much more than that allocated by the States from the Safe Streets Act funds in part C for JD programs.

Let me give you some statistics which I think will bear this out. I have them nationally. I am speaking now of the 1971 State comprehensive plans filed under the Safe Streets Act, which are in the process of being reviewed and approved right now by LEAA.

Of 55 States and territories, of a total part C block grant amount—you know, the Justice Department takes 85 percent of the total part C appropriation and distributes it to the States for action programs by population. They keep 15 percent in a discretionary fund which they grant directly, categorically to individual localities and States.

Now, the 85 percent of fiscal year 1971 part C money was $274 million. This was distributed to the States by, as I said, population—$58 million of that has been designated for use by 55 States and territories for juvenile delinquency prevention and control programs alone. That is 16.9 percent of the total of the $274 million, $58 million.

C. PREVENTION, TREATMENT AND CONTROL OF JUVENILE DELINQUENCY

PROGRAM—1

a. *Title.*—Juvenile Delinquency Prevention Programs.

b. *Objective.*—The objective of this program is to prevent juvenile delinquency through research and training programs in selected regions, by increasing psychological and psychiatric consulting services for governmental agencies working in juvenile delinquency prevention and control, by developing community services and counseling centers, and establishing state, regional or local level delinquency prevention services.

c. *Implementation.*—It is clearly recognized that the prevention and control of juvenile delinquency are interrelated and do not constitute discrete entities of program development. The interaction begins with behavior within the adolescent subculture and continues through the adolescent's contact with law enforcement officers, his appearance before the court, and his possible detention in a state or local institution. This program will be implemented by stressing those projects designed to prevent the initial contact of adolescents with the law enforcement and criminal justice system.

Local units of government and combinations thereof and concerned state agencies will be encouraged to develop and seek assistance for the following types of projects: A research or work-study program, particularly among juveniles in the early years of high school, to develop an objective plan and assessment techniques for the identification of comprehensive approaches to juvenile delinquency control and prevention; regional in-service training programs—joint programs—for personnel working with juveniles from the fields of education, law enforcement, probation and parole, courts, and corrections; development of college and university training and educational programs for all personnel from the various elements of the criminal justice system working with juveniles, again including law enforcement officers, probation and parole officers, court officers and correctional personnel. Assistance for participation in and attendance at such in-service training efforts and college and university training programs will be available. Those training and educational programs which foster and encourage a comprehensive understanding of the functions of each of the elements in the criminal justice system which deal with juveniles and which provide for an interchange of knowledge and expertise, will be given priority.

The emphasis will be upon any type of innovative program, preferably regional and multi-jurisdictional, which stresses prevention as the most effective means of control. The listing of program suggestions here is not intended to limit the kinds of programs for which funding would be available. A state-level delinquency prevention service, to assist and coordinate local programs, may be established.

The establishment of youth boards in major metropolitan areas, on a regional basis or in larger cities is contemplated, to coordinate the efforts of all agencies within the criminal justice system and from the private sector attempting to deal with the problem of juvenile delinquency. Mechanisms in cities, metropolitan regions and in regional groupings of rural areas designed to coordinate all juvenile delinquency prevention efforts, both public and private, will be eligible for assistance. Projects are expected to be closely coordinated with other federal programs to assure that maximum utilization is made of available federal funds, including sources other than Public Law 90–351.

The provision of special counselors for critical target schools, the development of school curriculum units and programs within the public schools to foster understanding of and respect for law and social responsibility are also the types of programs which will be encouraged. Emphasis will be placed upon expanded school counseling by providing training to elementary and high school teachers in recognizing the first signs of delinquent behavior and assisting them in developing the ability to cope with and correct delinquency behavior patterns.

Additionally, this program will be implemented by providing assistance for increasing the capability of state and local agencies working with juveniles to provide psychiatric and phychological consulting and professional services. Increasingly there is a need for professional assistance on a full-time daily basis for juveniles requiring psychiatric and psychological services. This need exists in both state and local efforts. It is anticipated that by increasing the provision of these kinds of services the return of juveniles to the criminal justice system can be greatly reduced. These personnel would be charged with providing guidance and expertise on a broad basis, not only to individual adolescents under the supervision of state or local governmental agencies, but also providing guidance, assistance and expertise to various organizations and agencies, both public and private, engaged in comprehensive efforts at preventing juvenile delinquency. For example, such personnel could serve as advisors to coordinating youth boards in large cities and in regional planning commissions or other multi-jurisdictional groupings.

This program may be implemented by funding up to six projects, each serving a high delinquency neighborhood, local unit of government or combinations thereof (possibly an entire planning district), which involve the establishment of a youth service bureau or community counseling center similar to that described in the Report of the President's Commission on Law Enforcement and the Administration of Justice entitled "The Challenge of Crime in a Free Society" appearing at page 83, sub-paragraph (b) "Community Agencies—Local Youth Services Bureau." The intent here is to establish a facility for providing assistance to adolescents and their parents and the community at large in dealing with adolescents and juvenile behavior and problems in order to avoid having many of these problems referred to the local law enforcement agencies and, in turn, to the courts. For the lack of such a community service such juvenile behavior and many juvenile problems become the responsibility of police agencies and result in court action, and the adolescent is thereby labeled a "delinquent" by his peers and other members of the community. This program is designed to break this too frequent chain of events. This program will provide for establishing a service by which parents experiencing disciplinary problems with their children or citizens experiencing difficulties with neighborhood children will be referred with their complaints. Frequently, local police receive complaints from citizens relative to community incidents that are annoyances which technically could be considered delinquent acts but for many reasons would be in the best interests of all parties if handled without any aura of official court action. Somewhat similar situations exist between child and parent. The same principle would be applied. On the other hand, help may often be needed in a community or parent situation but is not sought because of the possibility of resultant official court action. This program would provide an agency, not attached to the police or court, but charged with determining the facts and advising a course of action to ameliorate the situation. Its main objective would be to evaluate tension situations and determine whether by short term intervention it may be instrumental in solving the problem, whether longer term counseling from appropriate agencies may be necessary, or even recommending that the only course of action is the present official course.

Preference for grants for developing community services and counseling centers will be given to those areas of the state where there exists the highest percentage of police and juvenile court intake time spent on activities more appropriately conducted by such a center.

This agency's accomplishments would be to free police officers from an ever growing social service role to spend more time in primary police functions, decrease the use of the threat of police and court action as a tactic, permit juvenile court intake and probation staffs to devote more time to the handling of the clearly delinquent child rather than being involved in the so-called handling of predelinquent behavior.

In applying for grants to fund psychological or psychiatric services, applicants must justify the need for their choice of either full-time services or services purchased on a consultant basis.

This program implies a commitment for further grants, with a duration of approximately five years, future federal funding requirements increasing by approximately 60 to 70 percent in each ensuing year.

d. *Subgrant Data.*—Three to six grants in the approximate sum of $25,000 to $35,000 each to local units of government or combinations thereof for the establishment of community service centers or community counseling service projects are contemplated. Ten to 15 subgrants to local units of government and perhaps one subgrant to the Department of Welfare and Institutions are anticipated for providing increased programs in community coordination, local youth boards, psychological and psychiatric consulting services or community juvenile delinquency prevention projects: six to eight of these grants, in the range of $2,000-$5,000 wil be available to smaller areas such as rural counties, and small cities and towns; two to three of these grants, in the range of $10,000 to $15,000 will be available specifically for medium-sized areas, such as medium cities and urban counties (possibly those counties in SMSA's); two to three grants in the range of $20,000 to $40,000 will be available to large cities, heavily populated counties, or urban Planning District Commissions. One grant may be made to the Department of Welfare and Institutions, in the range of $30,000 to $75,000 for psychological and psychiatric consulting services.

Three to six grants averaging $7,500 will be available to local units of government or combinations thereof, and eight to 12 grants of approximately $25,000 each are anticipated for local units of government or state agencies, for all other types of projects described in the program, such as basic research, work study activity, identification of comprehensive approaches to juvenile delinquency prevention and control, projects for early detection of juvenile delinquency, regional in-service training programs, or other innovative projects for the prevention and control of juvenile delinquency. Applications from local units of government or combinations thereof must demonstrate that the proposed projects conform with the needs and priorities of the local component plan for their respective areas.

Subgrantees under this program must demonstrate the need and feasibility, their ability to match the federal funds, and to comply with federal regulations. Training programs providing for the largest number of personnel and the most comprehensive types of training will be given preference. Those programs providing for increased psychological and psychiatric services which involve state and local and regional cooperation will be given preference. Training and preventive programs will be expected to include personnel from the educational system and those preventative programs which involve the educational system in their implementation will be given priority.

Subgrantees must develop and present a full statement of the procedures and methodology they will employ to satisfy such evaluation requirements as have been established by the Council on Criminal Justice at the time of application for grant funds.

JUVENILE DELINQUENCY PREVENTION PROGRAMS

e. *Budget.*—

(1) LEAA support requested	$559,000
(2) State support	25,000
(3) Local support	161,334
(4) Other support (Federal or private)	
(5) Program total	745,334
(6) Applicable Federal-State contribution ratio: 75 percent Federal; 25 percent State/local—	
(7) Prior funding for program, i.e., approved fiscal 1969 fund request	23,400
1970	82,414

PROGRAM—2

a. *Title.*—Development and Construction of Regional and Community Based Centers for Detention, Diagnosis, Treatment, and Training of Juveniles.

b. *Objective.*—The objective of this program is to encourage the development, establishment and construction of regional and community based correctional or detention facilities, diagnostic, treatment and training centers for juveniles. The *first* objective is the development and planning, and possible improvement and remodeling, of facilities and centers for detention, diagnosis, treatment, and training, with emphasis upon a regional or community base and special types of program considerations, such as diagnosis, training, work-education release, employment or educational placement, and treatment and rehabilitation. The *second* objective is the construction of two to three of the facilities described.

c. *Implementation.*—(1) The first objective of this program will be implemented by providing assistance for the planning and development by combinations of local units of government and state agencies, of diagnostic, treatment and training centers, correctional or detention homes, halfway houses, or other multi-jurisdictional correctional or rehabilitation facilities. The emphasis in this part of the program is upon planning and development with some remodeling and improvement, but not specific construction. The thrust of the program is to encourage communities, particularly in heavily populated areas, to develop plans and programs for the ultimate establishment of the type of community-based correctional, detentional, diagnostic, treatment and training facility which is deemed to best serve the interests of the several communities cooperating in the multi-jurisdictional effort.

It is anticipated that these community-based facilities could be residential, could be diagnostic, could provide treatment and training, could be rehabilitative, but not necessarily involve all of these elements. Special program consideration will be given to those projects which provide for a range of services, i.e., diagnosis, treatment and training, work release, employment and educational placement, drug abuse control, post-confinement follow-up and consultation, and combine the treatment, rehabilitation and diagnostic effort with a coordinated training or intern program for criminal justice personnel (police, judges, probation and parole officers, correctional officers).

Applications for projects which are comprehensive in the range of services provided and in the range of communities participating will be preferred. There are many communities which now have planning groups studying the problem of the most effective or desired facility for their particular region or community, many of which lack the time to devote to an in-depth study of the specific needs and lack the basic knowledge of the many alternatives open. Assistance would be provided under this program for professional and consultative help in determining the most useful and beneficial course.

The application must contain some reasonable assurance that the localities seeking a grant in this part of the program will provide the necessary construction funds and that every effort will be made to construct the center or facility proposed. Possible sources of funds and the manner of funding should be identified in the proposal application. Project priority will be given to those proposals which recognize the need for such facilities and which indicate previous serious effort for providing them. Documentation of need and past activity will be required with each application.

This portion of the program does envision some funding for improvement and remodeling if, in fact, a facility or center can be established by limited remodeling of an existing structure. For example, this might be possible if the wing of an existing hospital or institution would be converted. Primarily, however, this program envisions development and planning up to the point of the actual commencement of design and construction.

(2) The second objective of the program is to provide assistance for the design and construction of the facilities described. "Design" efforts will include preliminary site planning, architectural drawings and specifications, necessary staff work to present plans, to secure official and public reaction and authorization and to begin implementation. "Construction" means actual construction of the facility. Types of facilities contemplated under this program include, but are not limited to, 2 detention homes, 4 holding facilities, up to 6 probation houses, and shelter care centers.

This program implies a very definite commitment for grants in subsequent years, for continuing planning and development and construction.

In summary, this entire program is designed to provide communities in Virginia with the resources and capabilities necessary to determine the most effective of the alternatives for community-based diagnostic, treatment, training and detention facilities, and improvement of existing facilities.

Community cooperation and multi-jurisdictional and regional coordination are primary elements of the entire program.

It is estimated that the duration of the program will be at least seven years, with estimated future federal funding requirements increasing by 100 percent in the second year, and by approximately 20 percent thereafter.

d. *Subgrant Data.*—Eligible subgrantees are regional and community groupings of local units of government with the possibility of a subgrant to the State Department of Welfare and Institutions or other state agency providing coordination and assistance for the local and regional groups in the development of a program proposal.

One to 3 subgrants for planning and development under the first objective of this program are envisioned. They would range from $3,000 to $10,000 and would be conditioned upon the establishment of an effective planning mechanism and commitment to eventual contruction of the planned facility.

In the case of funds provided under the second objective of this program, while 2 to 3 would be for actual construction as a result of prior planning efforts, 8 to 10 are expected to be for renovation and remodeling. Of the first category, the grants are expected to range from $50,000 to $125,000 with only 1 of the maximum size being given. The second category of grants mentioned above are expected to range from $18,000 to $24,000.

Eligible subgrantees would include, but not be limited to, local communities, and combinations of local communities, including planning district commissions. With reference to all grants, preference will be given to:

(1) Multi-jurisdiction projects.

(2) Projects in areas where gravely unsatisfactory facilities or acute needs exist.

(3) Projects which propose comprehensive programs, make use of other community resources, and include cooperative arrangements with other governmental agencies and programs.

Subgrantees must develop and present a full statement of the procedures and methodology they will employ to satisfy such evaluation requirements as have been established by the Council on Criminal Justice at the time of application for grant funds.

DEVELOPMENT AND CONSTRUCTION OF REGIONAL AND COMMUNITY BASED CENTERS FOR DETENTION, DIAGNOSIS, TREATMENT, AND TRAINING OF JUVENILES

e. *Budget.*—

(1) LEAA support requested	(50/50)	$441,000
(2) State support	(75/25)	25,000
	(50/50)	441,000
(3) Local support	(75/25)	8,334
(4) Other support (Federal or private)		--------
(5) Program total		915,334
(6) Applicable Federal-State contribution ratio:		
75 percent Federal; 25 percent State/local		--------
50 percent Federal; 50 percent State/local		--------
(7) Prior funding for program, i.e., approved fiscal 1969 fund request		-------- 0
1970		0

PROGRAM—3

a. *Title.*—Upgrading Juvenile Delinquency Treatment Programs.

b. *Objective.*—The objective of this program is to reduce the incidence of juvenile delinquency and juvenile recidivism by upgrading the capabilities of juvenile delinquency treatment programs in state and local treatment facilities, through the provision of qualified staff personnel and a series of innovative treatment projects.

c. *Implementation.*—Successful reduction of the incidence of juvenile delinquency requires effective treatment programs to reduce recidivism and direct youngsters back into the mainstream of the community. The juvenile delinquency recidivism rate in the Commonwealth currently exceeds 20 percent. This program will be implemented by instituting a wide array of extended and improved treatment programs, undertaken by both state and local agencies.

Recognizing that talented professional staff are necessary for successful treatment efforts, this program anticipates funding for acquisition of professional and administrative staff for state and local juvenile delinquency treatment centers and facilities. Types of personnel contemplated include clinical psychologists, child psychiatrists, and clinical research psychologists, as well as administrative supervisorial personnel. Subgrantees will demonstrate in their applications that the acquisition of such professional personnel is necessary for significantly and substantially upgrading the quality and effectiveness of existing or contemplated treatment programs.

This program is also designed to provide planning and program development support to projects which introduce innovative and potentially beneficial techniques into the treatment and control of delinquent behavior. Projects contemplated include, but are not limited to, pre-release services and counseling to smooth re-entry of committed delinquents to the community, expanded summer camp programs which would introduce pre-delinquent and delinquent youths to new experiences building self-reliance and improved peer relationships, neighborhoods probation offices in urban high delinquency areas, as well as continued development and refinement of regional training school pilot projects.

The program will encourage the use of resources from the community and the private sector, through recruitment of volunteers to assist professional staff in community based and state operated delinquency prevention and control programs. It is anticipated funding will be available for recruiting, training, and supervision of volunteers for at least two such projects during 1971.

Since the only viable goal for a program of this type is a measurable impact upon recidivism and delinquency, subgrantees must present documentation of the effectiveness of their projects in reducing recidivism among those youth receiving treatment, as part of the research and evaluation component of their project.

This will be a continuing program, with anticipated federal funding increasing at an average yearly rate of 20 percent over the subsequent five-year period.

d. *Subgrant Data.*—Three to 4 grants in the range of $60,000 to $100,000 are anticipated for the acquisition of professional and administrative personnel and equipment necessary for significantly upgrading the quality and effectiveness of existing or contemplated juvenile treatment programs; for example, juvenile half-way houses, pre-release programs, and other institutional programs. Since the emphasis of the program is on the recruiting, hiring and training of personnel, no more than 20 percent of the amount of any one of these three to four grants will be available for equipment. Eligible subgrantees are the Department of Welfare and Institutions, local units of government, or combinations of local units of government.

From 12 to 15 grants in the $10,000 to $30,000 range will be available to the Department of Welfare and Institutions, local units of government, or combinations of local units of government to support the expansion of existing treatment programs such as (but not limited to) pre-release services, summer camp programs, or neighborhood probation offices. Two to 4 grants in the range of $2,000 to $5,000 will be available to local units of government, combinations of local units of government, or appropriate state agencies for the initiation and improvement of volunteer programs.

One major grant will be available to the Department of Welfare and Institutions, not to exceed $90,000 for the continuing development of effective training school programs.

Subgrantees must develop and present a full statement of the procedures and methodology they will employ to satisfy such evaluation requirements as have been established by the Council on Criminal Justice at the time of application for grant funds.

UPGRADING JUVENILE DELINQUENCY TREATMENT PROGRAMS

e. *Budget.*—

(1) LEAA support requested	$738,000
(2) State support	72,000
(3) Local support	174,000
(4) Other support (Federal or private)	
(5) Program total	984,000
(6) Applicable Federal-State contribution ratio: 75 percent Federal; 25 percent State/local	
(7) Prior funding for program, i.e., approved fiscal 1969 fund request	0
1970	0

A. Upgrading Criminal Justice Personnel

PROGRAM–4

a. *Title.*—Development of In-Service Training Programs for Adult and Juvenile Correctional, Probation and Parole Personnel.

b. *Objective.*—The objective of this program is to improve the capability of adult and juvenile correctional, probation and parole personnel, both state probation and parole personnel and those employed by juvenile courts, to perform their duties, particularly with reference to specialized problems such as drug abuse control or working with offenders on educational or work-release leave.

c. *Implementation.*—This program will be implemented by providing assistance for the establishment of training programs at the community or regional level, for personnel from correctional agencies, half-way houses, detention homes, probation and parole departments and juvenile courts, and by providing the resources with which correctional agencies, probation and parole units, and juvenile courts can improve existing in-service training programs. While emphasis will be given to those programs which provide training in new methodology, assistance will also be available for basic in-service training for correctional and probation and parole personnel. Regional cooperation and multi-jurisdictional programs will be encouraged. Programs can consist of actual training courses on a part-time basis running to several weeks, two-or-three-day or one-week conferences, workshops, seminars. Assistance will also be available for contracting for training and education services from outside the criminal justice system or from outside the state. This is a general training program and any effort which will enhance, by additional training, the capability of correctional probation and parole personnel is eligible for funding.

This program will provide funds for the training of approximately 100 personnel (30 adult probation and parole officers, 45 juvenile probation officers, and 25 correctional administrative personnel).

Significant increases in funding level will be required in future years. It is anticipated that the need for activities funded under this program will require a 20 percent increase next year with an average of a 100 percent increase being required during each of the final three years of the multi-year plan.

d. *Subgrant Data.*—Local units of government or combinations thereof (regionalization will be emphasized), the State Probation and Parole Board, and the State Department of Welfare and Institutions will be eligible subgrantees. Conditions will be compliance with federal requirements and matching contributions. Those programs providing the most comprehensive training to the largest number of personnel will be preferred, but specialized and limited training programs will be eligible for funding. Six subgrants not to exceed $10,000 each are anticipated, and 1 subgrant to a state agency not to exceed $40,000.

Subgrantees must develop and present a full statement of the procedures and methodology they will employ to satisfy such evaluation requirements as have been established by the Council on Criminal Justice at the time of application for grant funds.

DEVELOPMENT OF IN-SERVICE TRAINING PROGRAMS FOR ADULT AND JUVENILE CORRECTIONAL, PROBATION AND PAROLE PERSONNEL

e. *Budget.*—

(1) LEAA support request	$75,000
(2) State support	6,667
(3) Local support	18,333
(4) Other support (Federal or private)	-------
(5) Program total	100,000
(6) Applicable Federal-State contribution ratio: 75 percent Federal, 25 percent State/local	-------
(7) Prior funding for program, i.e., approved fiscal 1969 fund request	0
1970	33,567

Juvenile Delinquency Prevention Programs Proposed for Funding From Virginia Council on Criminal Justice in 1971 and 1972

State operated programs

Delinquency Prevention Service; Training Section—Youth Services Personnel; Training Programs for Special Problems; Psychological and Psychiatric Consultants.

Total council on criminal justice funds anticipated for State operated programs, 1971–72, $161,000.

Locally operated programs

Youth Boards; Psychological and Psychiatric Consultants; Research and Work Study Programs: Community Counseling Programs; Youth Service Bureau Programs; Public School Prevention Programs; Training Programs for Special Problem Areas; Training Programs for Teachers, Counselors, and Others Working with Youth.

Total council on criminal justice funds anticipated for locally operated programs—1971–72, $519,000.

Juvenile Delinquency Prevention Programs for Which Funding Is Anticipated From Council on Criminal Justice in 1971 and 1972

INTRODUCTION

What is meant by "juvenile delinquency prevention?" In Virginia we categorize on three levels of juvenile delinquency prevention efforts: primary, secondary, and tertiary.

The primary level of delinquency prevention refers to preventive efforts aimed at all youth and families in an attempt to ensure a healthy, positive, growth-producing environment with an adequate availability of services and resources.

The secondary level of delinquency prevention refers to preventive efforts aimed at youth and their families who, because of their situation are more likely to experience problems and become delinquent, and at youth and their families whose behavior has indicated the presence of delinquency and/or emotional problems.

At both of these levels, the youth is not yet really a part of the juvenile justice system.

The tertiary level of delinquency prevention refers to preventive efforts after a youth has become involved in the juvenile justice system.

In this material regarding juvenile prevention programs proposed for Council on Criminal Justice funding, we refer only to programs at the primary and secondary levels of prevention.

STATE OPERATED PROGRAMS

Delinquency prevention service

In 1970, the State Department of Welfare and Institutions was awarded a grant from the Virginia Council on Criminal Justice amounting to $64,309 to fund a Delinquency Prevention Service, providing juvenile delinquency prevention services to localities at primary, secondary, and tertiary levels. The primary purpose of this Delinquency Prevention Service is to coordinate local and regional juvenile delinquency prevention efforts, and to serve as a resource to localities and regions in setting up juvenile delinquency prevention programs.

It is anticipated that this program will request $100,000 to $135,000 in 1972.

Training section—youth services personnel

In 1971, $71,000 from the Virginia Council on Criminal Justice are anticipated to be available to the State Department of Welfare and Institutions to continue operation of this training program. The program provides training for all kinds of State and local personnel involved in the Youth Services Division of the State Department of Welfare and Institutions. Training is provided in many areas, including the area of juvenile delinquency prevention. The training section also provides training in prevention services for localities, at the request of the Delinquency Prevention Service.

Training programs for special problems

In 1971, $40,000 from the Virginia Council on Criminal Justice will be available to a State agency for the purpose of conducting training geared to specific problems, such as drug abuse control. Psychological and Psychiatric Consultants and Services.

In 1971, $50,000 from the Virginia Council on Criminal Justice funds will be available to the State Department of Welfare and Institutions to increase the psychological and psychiatric services of the Department. This will enable the Department to provide psychological and psychiatric consulting services to localities in order to assist them in designing and implementing juvenile delinquency prevention programs.

LOCALLY OPERATED PROGRAMS

Local youth boards

Provision is made from funds of the Virginia Council on Criminal Justice to establish youth boards in larger cities and regions to coordinate the efforts of all agencies within the criminal justice system and from the private sector attempting to deal with the problem of juvenile delinquency and juvenile delinquency prevention.

Psychological and psychiatric consulting and professional services

We anticipate that through funds available from the Council on Criminal Justice in 1971 to be able to provide psychological and psychiatric consultation and services for youth and for various public and private agencies and organizations. These personnel will provide direct services and also serve as consultants in the area of juvenile delinquency prevention. They may serve as advisors to youth boards and community counseling centers in high delinquency areas.

Research, or work study programs

Provision is made through our "block grant" for the development of research, or work study programs to develop a plan and assessment techniques for the identification of comprehensive approaches to juvenile delinquency prevention and control.

Special school counseling programs

We intend to provide special counselors to critical target schools to work with youth who are pre-delinquent or delinquent, attempting to prevent further problems.

Public school prevention programs

During 1971–72, provision is made through funds from the Council on Criminal Justice to develop special school curriculum units and programs within public schools to foster understanding of and respect for law and social responsibility.

Training programs—teachers, counselors, others working with youth

In 1971–72, provision is made through the Council on Criminal Justice funds to provide training for elementary and high school teachers and others to help them learn to recognize the first sign of delinquent behavior and how to cope with and correct delinquent behavior patterns.

Training programs—special problems

Training programs related to special problems, such as drug abuse control or developing new methods to prevent, treat, and control juvenile delinquency are anticipated to be funded.

Youth Service Bureau Programs (Community Counseling Centers)

During 1971–72, provision has been made through Council on Criminal Justice funds to enable localities to establish and operate youth service bureaus. These will be in high delinquency neighborhoods, and serve to divert problems from being referred to the police and/or courts. Families and youth with problems can receive counseling and direction to appropriate agencies to solve their problems. Citizens and parents having complaints, or experiencing problems with children can be referred to the youth service bureau, so that these problems may be handled by the bureau, rather than by the courts and the police.

Total Council on Criminal Justice Funds Designated for Juvenile Delinquency Prevention, State and Locally Operated Programs is $680,000 for 1971–72.

Total Projected Number of Youth to be Reached by These Programs During 1971–72 is 3,000–5,000.

Mr. HARRIS. Now, without my going into some detail about the various categories we use in developing these plans, I want to say this. This is looking at it only in terms of the moneys allocated or designated for JD prevention and control. There are other programs categorized by other names, like police, corrections, drug abuse control, which have a very definite feedoff or spinoff as benefit for juvenile delinquency prevention and control.

The 16.9 percent is money very definitely pinpointed on paper for JD prevention and control. I would say there was another 10 or 12 percent as spinoff from drug abuse control programs, the grants made to police agencies, and to courts, correctional facilities, which definitely also benefit and have a profound effect on juvenile delinquency prevention and control.

I think that is significant.

Mr. BELL. May I interrupt you just there? Do you consider that 16.9 percent adequate, just about right, or inadequate?

Mr. HARRIS. I can answer that only in terms of telling you what we did in Virginia. I think it will answer your question. Virginia's 1971 plan devotes 23.2 percent of this block grant for 1971 to juvenile delinquency prevention and control programs.

Mr. BELL. All right.

Mr. HARRIS. We did the same thing——

Mr. BELL. Let me ask you a question on that point. Where is most of that money, of the 23.2 percent, going? What aspect of juvenile delinquency does that money concentrate on more than others? Is it pretty well scattered?

Mr. HARRIS. It is pretty well scattered, but I would say that probably about one-fourth of it is going into the improvement of regional and community juvenile delinquency prevention and control facilities, like the facility that our friend, Mr. Cohen, operates.

Mr. BELL. What we call rehabilitation?

Mr. HARRIS. Well, one-fourth is going into the construction or the hardware aspect of it. Another half is going into the programs inside, the software programs inside the facilities.

Mr. BELL. What does that mean?

Mr. HARRIS. The rehabilitation, treatment, and education programs that you have heard so much about this morning. We are constructing facilities and installing the programs to operate within them.

Mr. PUCINSKI. Let me ask you this point, Mr. Harris. Would you give us the dollars that you have spent on juvenile delinquency programs in your State, either out of the Safe Streets Act, out of your own resources, or out of JD in fiscal 1971? Would you identify precisely the program that this money is going for?

Mr. **Harris.** I can provide you with that, but not now. I do not have those figures with me.

Mr. **Pucinski.** Can you give us some idea of what you are doing?

Mr. **Harris.** I can tell you what we have spent. I have already told you what we will spend from 1971 Safe Streets Act moneys. That will be $1,763,000 definitely allocated. That is 23.2 percent that I just spoke of.

Mr. **Pucinski.** What will that be?

Mr. **Harris.** From a total of $7.6 million, our safe streets block grant for 1971, $7.6 million.

Mr. **Pucinski.** Are you going to spend $1.763 million for juvenile——

Mr. **Harris.** Delinquency prevention and control.

Mr. **Pucinski.** Do you have the programs that this $1.763 million will be spent for?

Mr. **Harris.** Again I wish I had brought it. I don't have my booklet with me, but the programs generally are—here is how we have categorized it. Juvenile delinquency prevention and control programs: This is education. These are increasing the efforts of probation and parole officers' work through juvenile courts, increasing their activities. Education programs such as this gentleman spoke of, guidance counseling in the public schools.

Mr. **Pucinski.** Would you be good enough to identify precisely the programs? Can you tell me precisely how many juvenile delinquency officers you are hiring? What kind of——

Mr. **Harris.** No, sir. I can tell you that I don't have those figures with me. I will submit them to the committee. I will be happy to, but I didn't bring them with me.

Mr. **Pucinski.** Can you give me the breakdown precisely of that $1.7 million and also what other activities these parole officers or probation officers do? Are they exclusively delinquent young people?

Mr. **Harris.** The answer to that is "yes".

Mr. **Pucinski.** They are both probation officers and truant officers?

Mr. **Harris.** No, we have two categories of probation and parole officers in Virginia, one for adults and one for juveniles, a separate system. The juvenile probation officers operate entirely with juveniles and not with adults.

Mr. **Pucinski.** In round figures, how many juvenile officers are you hiring?

Mr. **Harris.** I can give you all of those figures. I shall give you those figures.

Mr. **Pucinski.** What other programs are included in this $1.763 million?

Mr. **Harris.** I have already mentioned the development of regional and community juvenile delinquency prevention facilities.

Mr. **Pucinski.** What does that mean now?

Mr. **Harris.** Halfway houses, detention homes.

Mr. **Pucinski.** How big a halfway house?

Mr. **Harris.** We have a limit on ours, 10 to 12 youngsters at a given time, ranging in stay from 3 to 8 to 10 months, depending on the need.

It also includes facilities for shelter care, services for youngsters who are not in need of intensive detention.

This gentleman with me is Mr. Lloyd Hall. He is the director of the Bureau of Planning and Program Development of our State Department of Welfare and Institutions, in which is housed a Division of Youth Services which provides services for our youth and deals with the juvenile programs all over Virginia.

I brought him with me because I anticipated he could answer questions which I could not answer.

Mr. PUCINSKI. How many halfway houses has this $1.763 million bought in the State of Virginia?

Mr. HALL. We presently are operating two halfway houses, with two more in the late design stage which should be operational before the end of this fiscal year. We presently are ready to open a regional training——

Mr. PUCINSKI. Of these two then—two and two are four halfway houses. You have a maximum of 12 youngsters or thereabouts, so that is roughly 48 young people.

Mr. HALL. Yes.

Mr. PUCINSKI. For the whole commonwealth of Virginia?

Mr. HALL. Yes. It is only within the last year that we have gone to the concept of halfway houses.

Mr. PUCINSKI. But, out of this $1.763 million, you are going to build these four halfway houses?

Mr. HARRIS. Four more.

Mr. HALL. This is just the beginning stage, sir. We are taking it on a progressive basis, in order to gain mileage and experience as we go along, rather than to commit facilities and resources without knowing fully what the contents should be or where the location should be. This should be carefully studied.

Mr. BELL. You are saying that this is a pilot operation? Is this correct?

Mr. HALL. That is correct, in terms of the first two efforts. However, we have gotten enough mileage now that we are committed to developing a minimum of nine of these across the Commonwealth during the next 2 years.

Mr. BELL. To do the job adequately, how many would you need?

Mr. HALL. I would say twice that many.

Mr. BELL. Twice the nine?

Mr. HALL. However, just the halfway house service does not tell the entire story. We are also developing probation houses. The whole concept in Virginia—I must say that the Division of Justice and Crime Prevention under the Safe Streets Act has made it possible for coordinated planning from the grass roots level through to the State level of operations, each sensitive to the problems encountered by the other.

The thing for us in Virginia today is to provide services at the local level to avoid incarceration in large State training schools, to provide alternatives to incarceration where possible, to provide treatment and community services on a cluster basis from both the public and private sectors to youngsters, their families, and their neighborhoods.

Mr. BELL. How many of the old style so-called youth centers or training schools you you have?

Mr. HALL. We have four major training schools.

Mr. BELL. How many in each approximately?

Mr. HALL. Ranging from 130 to 170. In the two larger facilities, 300 to 400. We have smaller satellite facilities ranging from 30 to 90. During the last fiscal year, some 1,600 youngsters were committed to the Virginia Board of Welfare and Institutions on an indeterminate commitment.

The majority of these 1,600 passed through our training school program. These represented fewer than 10 percent of the youngsters who actually came to the attention of the local juvenile courts across the Commonwealth.

We want to see this number reduced still further, because we feel the meeting of the needs of children can be handled more adequately at the local level, with involvement of total community resources and the involvement with the school, family, and the total neighborhood.

Mr. BELL. You mentioned indeterminant periods. You mean that you sentence these youngsters—1,600 were sentenced to these schools for indeterminant periods of time?

Mr. HALL. Not to exceed the 21st birthday. Mr. Harris can probably speak with greater authority regarding the juvenile laws in Virginia.

Mr. BELL. When do you determine that they have served their time? How do you determine that?

Mr. HALL. This is made on the basis of clinical studies and reports of psychologists and other clinical personnel within the institution. It is a committee decision. The youngsters return to the community still under State control on aftercare supervision and treatment.

The average length of stay in a Virginia State training school is between 7 and 8 months. I would say that that period of time is more governed by intake than necessarily the quality of work that has been achieved with the individual youngster.

Mr. BELL. One more question relative to the indeterminate aspect. Don't you have some problems on the part of the youth not knowing when they are going to get out? They don't know whether to be good or not to be good? They don't know when they are going to get out anyway?

Mr. HALL. No, sir. The youngsters, with the exception of a very rare extreme view are well aware of what is required to receive placement, as it is called, and can anticipate a logical sequence of events. In fact, a large number of youngsters respond in a most favorable fashion to this system. Our recidivism rate overall is approximately 20 percent.

Mr. BELL. Does that recidivism rate include all of the institutions or just the 1,600?

Mr. HALL. The 1,600 in the juvenile system.

Mr. BELL. How about the total system?

Mr. HALL. I cannot speak to that question, sir. I am sorry.

Mr. BELL. You can't speak to that.

Mr. PUCINSKI. Mrs. Mink?

Mrs. MINK. Yes. My interest in the juvenile delinquency program is primarily noted by the word "prevention".

Mr. HALL. Ours too.

Mrs. MINK. This is the prime concern that I have. Although it is important that we have adequate facilities for those that have already been involved in aggravated crimes of one kind or another and are already classified as delinquents under the law, I am primarily concerned with prevention.

One of my interests in this legislation is to attempt to devise programs that emphasize the prevention and educational programs.

Of your $1.7 million which is now allocated for the entire juvenile program under the Safe Streets Act, what percentage are you now devoting to prevention and rehabilitation, job training, counseling, and education, so as to cut down on the number of delinquents that are in the Commonwealth of Virginia?

Mr. **Harris.** I can speak only to the $1.763 million that I mentioned allocated in the 1971 plan. $1.2 million.

Mrs. **Mink.** Do you include in the $1.2 million the probation officers, the halfway houses, and the other facilities that were just indicated with reference to the 1.600 juveniles?

Mrs. **Harris.** The difference between the $1.2 million and the $1.763 million would be for the construction of the facilities that we have already talked about: The halfway houses and the detention homes.

Mrs. **Mink.** The $1.2 million then, you say, is going to prevention and rehabilitation?

Mr. **Harris.** Yes, ma'am.

Mrs. **Mink.** Then putting aside the discussion we just had with reference to halfway houses and other detention facilities, how are you using the $1.2 million with respect to prevention?

Mr. **Hall.** Virginia, within the past year, has developed for the first time a bureau within the Department of Welfare and Institutions specifically devoted to prevention aspects of delinquency.

Mrs. **Mink.** What kinds of programs do you have under prevention?

Mr. **Hall.** That is what I am trying to lead to, if I may. This program has just gotten underway. The effort being made is directed toward localities with total community resources from both public and private sectors, providing counseling services to families and children in conflict.

I can only tell you that the Department of Welfare and Institutions has committed itself, by its planned services in the seventies, to 50 percent of all available funds, both State, local, and Federal to be made available to prevention aspects.

In terms of the specific design of these programs, it is quite premature for me to comment because I frankly do not know. I am not that much of a specialist. I am not a crystal ball gazer, but I do know that the earlier intervention we can have and the closer intervention into family situations and community problems, the more hope we have for diminishing the number of youngsters who are in fact involved in the juvenile justice system.

I am afraid I didn't answer your question.

Mrs. **Mink.** I am afraid you didn't. I am interested in knowing exactly how the $1.2 million in prevention programs have been utilized in your State to see how it compares with my own experience in my own State.

Mr. **Harris.** I will be able to make that available. It is documented, but I don't have the document with me. I don't have it memorized.

Mrs. **Mink.** You talk about prevention in such broad generalities, when we discuss this bill and the Safe Streets Act. What we need to know in this committee are the specific kinds of programs you are attempting to put together with the money you have under the Safe Streets Act.

Mr. Harris. We shall be happy to provide that, Mrs. Mink.

Mrs. Mink. Now the Juvenile Delinquency Prevention and Control Act preceded the Safe Streets Act by a number of years, did it not?

Mr. Harris. Well, the one to which I refer was enacted approximately the same time.

Mrs. Mink. Was it the same year?

Mr. Harris. Same year.

Mr. Bell. You were here when the previous witness testified. I believe he said over 50 percent of the crimes that were committed in Maryland were committed by juveniles.

Mr. Harris. I believe he said Baltimore, sir.

Mr. Bell. Were committed by those who had been previously incarcerated or involved in crimes previously. In other words, would you substantiate that as far as your area is concerned? Are most of the crimes committed by those who have already been incarcerated and have gotten out and have committed further crimes, which is true of California and which is true in almost any other State probably?

Mr. Harris. Juveniles? I think Mr. Hall just said that our recidivist rate was 20 percent for juveniles.

Mr. Bell. He spoke about just one area of recidivism, which was the nine or 10 little rehabilitation centers that you have, the halfway houses.

Mr. Hall. No, sir.

Mr. Bell. Did you say all of the——

Mr. Hall. I said of the four major and three minor training facilities operated at the State level, population not quite 1,600 per year, the recidivism rate is approximately 20 percent overall.

Mr. Pucinski. I think, to straighten the record out, because the question was raised, the first Juvenile Delinquency Prevention Act was passed at the request of President Kennedy in 1961 for 3 years. That consisted of $10 million a year for 3 years for the purpose of research in juvenile delinquency.

The main thrust of the bill was to set up some model programs to see if we could get some answers to what it is that creates these antisocial behaviors in young people. The act was then renewed for another 3 years. The same sort of research was done.

So, we have had about 6 years of all sorts of research projects. The research activity was criticized in many areas, but there was some work that was done. As a result of these experimental research programs, we finally decided to enact legislation dealing with the problem of juvenile delinquency prevention.

This was passed in 1968 for 3 years. It is true that that same year the Safe Streets Act was passed. Now, I have condemned and denounced the Department, in the strongest terms that I know, for dragging their feet on this program. It took these people more than a year to even think about guidelines.

It took them more than a year to even appoint a director. Everybody was leaning back on Safe Streets and saying: "Well, Safe Streets is going to do the job." The young lady from Hawaii is absolutely correct. Safe Streets is doing a job of trying to deal with the kid who already is in trouble or gets in trouble.

The main thrust of this legislation before us now was to do preventive work, so we don't have to talk about recidivists, so we don't get into trouble. The testimony that was given here before Mr. Harris testified should be ample proof to us that, with all due respect to those who want to build halfway houses and do all the other things that you want to do under Safe Streets—Mrs. Howard made it very clear that the kids who visit your institutions come out much better criminals and much better prepared to deal with the problem of how to buy dope and how to sell dope and do all the other things.

For that reason, Mr. Harris, I might say that I cannot agree that this legislation ought to be merged with Safe Streets. Safe Streets is going to continue to give a great emphasis and thrust to rehabilitate children after the youngster gets in trouble. Our problem in this legislation is to see if we can't now finally put on the right track a program that we have been talking about now for 10 years.

I do want to draw the distinction that the young lady was correct.

Mrs. MINK. In 1 minute I will yield to the gentleman from California.

Mr. BELL. I just want to point out that the very heart of the prevention aspect is to stop those who are released from committing additional crimes. Virginia is a very unusual State if they say that less than 23 percent are the ones who are causing the crimes, the percentage of those who have been incarcerated.

Mr. PUCINSKI. I would only add this caveat onto what you said. Don't inhale those figures, because the whole question of recidivism and determining what is a recidivist, what rate: All of those figures are subject to very great challenge, not that the people who make the figures are stating the case incorrectly.

I am not by any means suggesting that somebody is not giving the right figures. The whole question, however, of tracing young people and ascertaining at what point they go back to crime is one that is not quite precise. With all due respect to Mr. Harris and his associate, I seriously wonder whether or not the short life of this program is still—it is still in construction. They have only gotten $1.763 million.

I question very seriously whether that rate of 20 percent will stand up if you really go into the facts and figures on the people being incarcerated. Nationwide that figure is substantially higher.

The FBI recently reported that some 67 percent of people in prison are back in prison in 36 months.

Mr. HARRIS. There is no question about that. The national average is in the sixties. But, in a sense, Mr. Chairman, you may be unintentionally contradicting yourself because, I assume, you are saying that—and I certainly agree with what you are saying in terms of the bulk of any JD funds, that such funds, Safe Streets Act or whatever, should be allocated toward the prevention program.

Now, assume that Virginia's recidivist rate were 50 percent. That means in my mind, as Congressman Bell has pointed out, that there are two aspects to prevention: One, preventing the person from ever entering the system in the first place; two, preventing him from returning to it if he has already been in it.

Mr. PUCINSKI. That is rehabilitation. Prevention is what the young lady from Hawaii has said: Keep him from getting there in the first place. Now, after you have him in your halfway house, that is when your rehabilitation programs go into play. Prevention must be to keep this kid from going in there in the first instance.

Mr. HARRIS. I couldn't agree with you more, but the point is that your programs for prevention and rehabilitation, in both of the areas that I am talking about, are sometimes joined, because you can conduct the same kind of program that will get at both of these categories.

You simply cannot sit down and draw hard lines and separate them. This is the whole point that I am trying to make. I am afraid that we are tending to do this with the JD program, with the prevention programs, when we say that this much money is going to go for prevention.

Well, if that is what you are suggesting, what are you going to do about the funds needed for the other aspect of the prevention activity?

Mrs. MINK. We are now really to the kernel of the problem. I don't think that my position is that funds under the Safe Streets Act should not be spent for the kinds of juvenile prevention programs that you feel are necessary to take care of those youngsters who have encountered the law and need certain rehabilitation counseling, and facilities to make it less likely for that youngster to get involved in.

I think, however, that, in addition to these kinds of programs—and I don't care how generous the Federal Government is going to be with respect to funding Safe Streets and how conscientious the States are going to be in allocating an adequate percentage of their grant money for juvenile delinquency—that you are going to have enough money to cope with the problem for the youngsters that have been in trouble.

What I am concerned with is in the centralized direction of the Safe Streets Act and its concentration of efforts with respect to the person who has already been in trouble. This means there will be a neglect of the area of concern that I have for the youngster who has not ever been involved and that we do something to prevent his encounter with the law.

This is why I feel it is essential that we preserve the Juvenile Delinquency Act and give it a chance to work, and perhaps redirect its attention to the educational prevention aspects, and fund it adequately.

I don't believe it is in conflict, as a matter of fact. They can work together in balance. They need to be coordinated so one doesn't move over into the other unnecessarily and create duplicity of services at the local level.

I do feel, however, that the research begun 10 years ago, plus the efforts of the new Congress of 1968 to try to transform what we have learned through research into actual grants at the State level, should not be lost by our attention toward the Safe Streets philosophy, which, I think, neglects the area of prevention.

I feel very sure that the fact that you have 16 percent of your direct grants, or $58 million, now going into juvenile delinquency programs is because of the efforts that have been put in the whole area of juvenile delinquency for the past 10 years. Having some input on the local level, you were able to put together quickly the kinds of actual operational programs that we had hoped could have been implemented under the JD.

I am somewhat distressed, therefore, that you emphasize the conflict rather than trying to recommend to this committee some way in which we might make the two programs more compatible and nevertheless exist side by side, treating both aspects of a problem which we are so much concerned about.

Mr. **Harris.** May I take a few minutes to respond to that? I don't think you are going to find, Mr. Chairman and committee members, that there has been as much concentration as Mrs. Mink suggests into the rehabilitation side of JD prevention and control.

I think you are going to find, upon examination of individual State plans, an every day increasing commitment to the very thing that concerns you, Mrs. Mink. As an example, I think, if you could get figures from LEAA to compare the rate of increase between the 1969 plans and the 1971 plans, just in JD prevention, the preentry type of situation, preentry into the juvenile justice system, you will find tremendous increase rates in the commitment.

Mrs. **Mink.** May I interrupt at that point, sir? You have come to testify on a problem with which you have direct responsibility for the Commonwealth of Virginia. Yet, when we try to ask you questions with respect to the specific nature of the programs as you have developed them in the area of prevention, you have been unable to give us the details, which only emphasizes in my own mind that perhaps the area in which I am vitally concerned is not really given priority of attention by the State of Virginia under Safe Streets Act.

I don't mean to be critical. I think that you have to look at the priorities of your State, given the limited amount of money, and determine where the needs are the greatest. Perhaps they are with respect to the youth offender who has already encountered the law.

My concern now is that somewhere along the line a Federal input must also try to put some emphasis on the prevention area for the child who has not yet been in trouble.

Mr. **Pucinski.** Mrs. Mink, perhaps we might get some reaction from Mr. Harris; in the line of what the young lady said, I certainly agree wholeheartedly with her views.

Maybe what we ought to do is to take this juvenile delinquency program out of your hands and put it into the hands of a chief State school officer. Let those people take on the job of enforcing and operating the prevention aspect. I think what you are seeing now is a big power struggle here between HEW and Justice for the dollar that is now the new game around Washington. Everybody engages in that game.

Mr. **Harris.** I don't think we are seeing that.

Mr. **Pucinski.** I think that——

Mr. **Harris.** Certainly not from our point of view.

Mr. **Pucinski.** I think that you people are caught in the middle. Perhaps what we ought to do is to seriously consider taking Part B out of this bill, take the rehabilitation out and give it to Safe Streets, and concentrate in this bill on Part C, the preventive part.

Mr. **Harris.** No, sir, I wouldn't agree with that suggestion at all.

Mr. **Pucinski.** I didn't think you would.

Mr. **Harris.** Let me say that we certainly in the States don't see any conflict with the dollar between HEW and Justice. What I am trying to get across to you here, sir, is that there needs to be comprehensive coordination and comprehensive planning in all aspects of the criminal justice system.

This has got to be done at both the Federal level and at the State level. Now, LEAA has, as you know, certain program desks. They have one for courts, for corrections, for police, for organized crime. There may be others, but I can't name them. They do not have one, however, for juvenile delinquency prevention and control. As far as I am concerned, they should have one for juvenile delinquency prevention and control.

The funds that are going to be allocated for any prevention aspect, whether it is the kind you are talking about or the kind that Mrs. Mink is talking about or the kind that I am talking about, should be made available in exactly the same manner in which the other funds are made available for improving the criminal justice system and the juvenile justice system.

I do not think that you can correct the existing fragmentation and add any help to us at the State level in trying to bring about a modicum of coordination. I could sit here for the rest of the afternoon and tell you about the conflict problem, the pullings one way and the other between various components of the criminal justice system.

There has got to be some——

Mr. Pucinski. That is exactly the same point we are making. That is why, obviously, you would not agree with Congressmen Pepper's Select Committee on Crime, when they stated in their report on juvenile delinquency that the Justice Department would not administer a juvenile delinquency program too well, because money for this type of program would be competing with programs for squad cars, more judges, more prosecutors, more parole officers, more probation officers, and more radio communications, and all the other things.

Why, in your own statistics over here, taking your $1.763 million, you have got $536,000 that you are spending on brick and mortar. You have got $1,200,000——

Mr. Harris. It should be $1.3 million. It was a round figure I gave you.

Mr. Pucinski. In your statistics, Mr. Harris, prevention is an orphan.

Mr. Harris. I know, sir, but out of $1.7 million, almost $1.8 million, $1.763 million, we are spending $1.2 to $1.3 million on the prevention programs. Now, I don't know how you can quarrel with that figure.

I have here a sheet breaking down the percentage of allocation of our 1971 funds to the different kinds of activities; you are talking about how this dollar gets competed for by the various components in the criminal justice system.

The next highest percentage of dollar funds is 16.9 to the law enforcement side. The highest percentage in our 1971 plan is going to juvenile delinquency prevention and control in Virginia.

Mr. Pucinski. Let us not so quickly lump the words "prevention" and "rehabilitation" together. Your 23 percent, Mr. Harris, is going to rehabilitation.

Mr. Harris. No, sir.

Mr. Pucinski. You show me a break-out of that $1,700,000. What percentage of that is going to prevention? Forget about rehabilitation.

Mr. Harris. $466,000 is going to the brick and mortar, as you put it;

$738,000 is going to the rehabilitation side, as you put it; $559,000 is going to the kind of prevention that Mrs. Mink is talking about. That is the way it breaks out.

Mr. Pucinski. Give us an example of prevention.

Mr. Harris. Lloyd?

Mr. Hall. I don't know what more I can say with reference I have made to the new prevention system that we have begun to develop over the past few months. There are grants to localities that I am not as familiar with as I should be for similar type activities at the local level.

Mr. Pucinski. What kind of activities?

Mr. Hall. Counseling activities centered toward families of youngsters in conflict, before coming to the attention of the court.

Mr. Pucinski. You are hiring counselors with the $500,000?

Mr. Hall. Localities are.

Mr. Pucinski. You are giving them money for counselors out of the $500,000?

Mr. Hall. That is correct.

Mr. Harris. Another program is the—Mrs. Mink said I didn't come prepared to list all the various programs and projects that we are going to implement with each dollar that I am talking about here. I didn't come prepared to do that with respect to the costs of the police or any other function of the criminal justice system.

Perhaps I should have, and I apologize that I didn't. I did consider your comment and critique and perhaps it is a justifiable one. Part of these moneys are going, for example, to increase the guidance counselor capability, in public junior and senior high schools, for dealing with youths.

You are talking about funding money through high schools. That is another example.

Mr. Pucinski. That is for prevention. How much——

Mr. Harris. I can't sit here and give you the figures. I will be glad to send them to you. I don't know really why I should be criticized for not coming here with every $5 item listed in our budget. I didn't bring the budget with me. I will be glad to send it to you.

Now, that is not a justifiable argument for you to say that because I can't do that, now that we are not committing funds for these activities. That is completely unfair.

Mr. Pucinski. Let us get this straight. You are not a hostile witness. You came here at our invitation. We appreciate what you are saying. We do not condemn you in any way. I will direct you to——

Mrs. Mink. We are defending our bill.

Mr. Harris. I know what you are doing and I am trying to keep you from passing it.

Mr. Bell. Mr. Chairman——

Mr. Pucinski. No, no, no. We will get—you are absolutely right. I would want this record to be very clear that you said earlier that you were going to send us the figures. I would like to see the breakdown——

Mr. Harris (interrupting). We will be happy——

Mr. Pucinski (continuing). Of the $550,000 you described as money for prevention.

Now Mr. Veysey has been sitting here very, very patiently. I do believe I should give him some time.

Mr. HARRIS. All right, sir. Thank you very much for the time you have given me. I appreciate it.

Mr. PUCINSKI. Don't go yet.

Mr. VEYSEY. Thank you, Mr. Chairman. I want to follow up one aspect of Mrs. Mink's line of inquiry and yours also, Mr. Chairman.

Again on the prevention side: It occurs to me this is really the less exciting aspect of juvenile delinquency, but it is really where it all starts. That is the part that we have to get at.

Now, let me ask: What is the status in the Commonwealth of Virginia of continuation-type schools and education at the high school level for those who become, for one reason or another, dropouts? It just occurs to me that the high school dropout probably is very prominent in the statistics of those who do become juvenile delinquents.

Some of these may have dropped out because they were juvenile delinquents, but others because they had behavior problems at home or behavior problems in the school where they couldn't get along or maybe pregnancy or maybe a lot of different things could be the reason.

Now, what sort of a structure do you have in Virginia on the education side to come into the picture at that point?

Mr. HARRIS. The education side, of course, is directed by a State board of education, not by the department of welfare and institutions. Again I am trying to recall, but I know of five urban areas—I am speaking now of cities. Our cities in Virginia are independent. They are not part of counties, as is true in most States.

In these city school districts, they have a retread program. I suppose that is a good phrase. They have a retread program where they try to attract the dropout back into the public school system in order to finish his high school education.

I think this is maybe what you are getting at. This is, in a sense, a corollary to the adult education program, which these same jurisdictions also implement. In fact, all jurisdictions have an adult education program. At least five or six, in addition to the adult education program, have a retread program where they try to get to the individual before he becomes a committed adult—committed to a pattern.

Mr. VEYSEY. Let me ask you this. Is there a mandatory continuation school activity in school districts in Virginia?

Mr. HARRIS. I think they have to go to school through age 17. If they get to 17 before they get past the fifth grade, then they do not have to continue. We do not have a high dropout rate in Virginia. I can't give you the dropout figure, but it is not high compared to other States.

Mr. VEYSEY. How do you handle, for example, the girl who becomes pregnant in high school and has to drop out for a little while at least? Is there any program to pick her up and bring her back in?

Mr. HARRIS. Yes, sir. In several jurisdictions, there is a formal program, but in most jurisdictions it is an informal program in the sense that she works with the teachers and her guidance counselor in the high school. I assume in most cases we are talking about the high school situation.

She works very closely with the guidance counselor. Attempts are made to—in fact, not attempts, they are successful—keep up with her workload.

Mr. VEYSEY. By home instruction?

Mr. **Harris**. Yes, sir.

Mr. **Veysey**. She never gets back into school?

Mr. **Harris**. She comes back into school. It depends on her, of course. If you are asking me what the school authorities will do, of course they will let her back into school if she will come back into school. They use the same mechanism as you would for any other dropout to get her back into the program.

I think the last figures I saw indicated that we were having real success with getting the unwed mothers back into the school system, probably because many of them do not marry and thereby get committed to family life and lose interest in coming back to school.

Again, the unwed mother situation is not as intense as is true in other States, so perhaps this is why we haven't been confronted with the problem to the degree that maybe other States have.

Mr. **Pucinski**. May I add this footnote to that question? What about getting the unwed father back into school? He is the guy that has created all the problem and he takes off.

Mrs. **Mink**. Thank you, Mr. Chairman.

Mr. **Harris**. We don't have any homes for unwed fathers yet. Maybe we need some.

Mr. **Veysey**. What about the student that gets involved, for example, with marihuana and gets put out of school because of that, because the schoolteachers and others won't put up with him around the school? Where does he go?

Mr. **Harris**. I will answer your question by saying that we have had very few instances in Virginia of ~~person being~~ put out of school because of the use of drugs. Now they leave school to be treated, but they are not thrown out of school, if that is what you are asking me. I don't know whether you are implying that or not.

If they leave school to be treated in the same way that an unwed mother or an unwed father leaves school for one reason or another, then they are brought back into the system by the same mechanism that I have already directed my attention to.

Mr. **Veysey**. They leave school to be treated where and how?

Mr. **Harris**. Well, you are asking about drug abuse and we are getting into an entirely different field. I am thinking about if they go off to a—we have three halfway house, drug-abuse-type facilities in Virginia now. We offer methadone clinical treatment, for example. The doctor advises them not to return to class. This is the kind of drug-abuse program I am speaking of now.

Mr. **Veysey**. The reason I am curious is that my son is a student at one of the high schools in Virginia. I am contrasting his experience with California schools. He says that there is a lot of hard narcotics here. A lot of people just disappear from school. They get involved in that some way and just disappear.

Now, I don't know where they go—whether they are being rehabilitated in some other way.

Mr. **Harris**. No.

Mr. **Veysey**. They just disappear?

Mr. **Harris**. They just disappear. But I thought you asked the question in the context of their being expelled from school. No; we have had very few instances of that. What you are saying is that they get hooked on drugs and lose interest in school, as well as many other things, and do not continue to come.

So this is a combination problem: overcoming the drug addiction or the drug abuse, if it is not addiction, and in turn getting them back into the public school system. It is a combination effort.

Mr. VEYSEY. Does any part of the $1.2 million to $1.3 million, that you indicated is being expended on prevention activities, filter into these phases that I have been asking about—with the schools, with the drugs, with that problem?

Mr. HARRIS. We have a separate program for drug-abuse control, to which we have allocated $702,000, in addition to the $1.763 million I have already talked about. Almost all of that $702,000 will go, obviously, to that element of the population most hooked at the moment on drugs. That is our youth, unfortunately.

You can add, if you will, the $702,000 to the $1.763 million in the answer to that question. You see, this is what I was talking about earlier. We break our funding down into all kinds of categories. That is what I was saying when I was talking about the spin-off from other kinds of programs, sir.

You will have a spin-off, quite obviously, for juvenile delinquency prevention and control from the $702,000 going into nothing but drug-abuse control programs. Anything that has to do with drug-abuse control, that money goes to, whether it be the kind of thing you are talking about or other facilities.

Mr. VEYSEY. I think the main theme of your plea, though, is not to fragment these things excessively.

Mr. HARRIS. True.

Mr. VEYSEY. To give opportunities for local decisions and local pulling together to meet the problems where you encounter them in Virginia, which may be quite different than they are in California.

Mr. HARRIS. That is exactly what I am saying. I guess it is a way of saying, ladies and gentlemen, that I know you have heard this plea before; in some cases you have accepted it; in some cases you have rejected it. Looking at it from a State point of view, I feel that the States best see the kind of problem which confronts them individually.

I know—and I am not trying to be flippant—that Congress likes to get a lot of mileage out of doing things by way of saying that we need funds to be appropriated to this activity and that activity, and, therefore, would like to have this much money for it.

I do think you ought to bear in mind that problems, in intensity at least, vary tremendously in various States. It is all very well to say that there is a crying need for juvenile delinquency prevention, Mrs. Mink, but the need for it, at least from your point of view in the preentry context, may vary tremendously from one State to another.

You know, if you allocate money and divide it up by population, you will say "just for JD prevention in preentry context." You might be giving half a million to some State that would much rather use it for the rehabilitation side, because they feel honestly that they have got a much more serious problem on that side than they do in the preentry side.

Mrs. MINK. Mr. Chairman, in response to that, the formula could be devised which would build into it a recognition of the juvenile crime rate and make that one of the factors for distribution of funds, so that they would take it into account.

Mr. **Veysey.** It seems to me, Mr. Chairman, that Mr. Harris has made a rather eloquent plea for something on the order of revenue sharing, rather than additional categorical type funds.

Mr. **Harris.** I have mixed feelings about revenue sharing. Every statement that someone makes about revenue sharing has a different idea.

Mr. **Pucinski.** I think that Mr. Harris has made a very eloquent plea to let Safe Streets continue all of the activities that they are now continuing, including rehabilitation, and turn the whole problem of prevention to someone other than this agency.

Mr. Harris. I haven't said that at all Mr. Chairman. You are doing a beautiful job of putting words in my mouth. The last time that happened to me was the last time I was in court.

Mr. **Pucinski.** Even if we were to take your figure—and let us assume that the $500,000 that you claim you are spending for prevention is all spent on prevention. Let us assume that when you supply the committee with the facts, that will be the fact—you are still only allocating 6 percent of your $7.6 million for prevention.

That is all we can see from your testimony. We can see from your structure of priorities where prevention is on your ladder of priorities, way down at the bottom.

Mr. **Harris.** Mr. Bell wants to defend me. Please.

Mr. **Bell.** I am not trying to defend you, but I happen to agree with you. If it is prevention, what is the difference what name it comes under, whether it is rehabilitation, or prevention.

The main thing that you are trying to do is to prevent crime. One of the major ways in which you prevent crime is through rehabilitation, because, as almost every other State will say, 60 percent of your serious crimes are committed by people who have been involved before.

Now, when you speak about prevention you have to speak about rehabilitation. We do a certain amount of things that prevent crime. Today we spend millions and billions of dollars in the Poverty Act to try to help youth and we do a lot of other things.

Mr. **Pucinski.** The government continues to raise the question: What is the difference? He tries to create the impression there is no difference. There is a vast difference. Miss Howard gave you a pretty good insight into what the difference is.

If you can't understand it any other way, the difference between prevention and rehabilitation is like being half pregnant. There is no such thing. In other words, once you have come into contact with juvenile justice, the whole system of rehabilitating that person is seriously questionable, based on his own recidivist rate figures and based on the national recidivist rate figures.

What the young lady from Hawaii said is that our main thrust ought to be to set up a system, as Miss Howard has suggested earlier today, where this youngster would never have to walk into the system of juvenile justice, because, once he is exposed to juvenile justice, it is a tremendously expensive process of trying to rehabilitate him.

The prospects of rehabilitating him, the chances that you are going to rehabilitate this individual once he has been caught in a swirl of juvenile justice and then adult justice are 6 to 1 against you.

So, we say that the main thrust in juvenile crime ought to be prevention. We look at the figures of the Commonwealth of Virginia and by the figures presented to us by the witness himself only 6 percent of their dollar is spent on prevention.

Mr. **Harris.** I know, but, sir, you have just made a beautiful argument for why you should do what I suggest. Give us the money so that we can use it for the things that you are saying we should use it for. We are competing now for a limited dollar.

The reason that you don't find more than $560,000 devoted to prevention is because we are limited in the amount of money available to us and do not have sufficient funds to meet all of the demands. It can be accomplished in exactly that method, much more effectively than it is going to be accomplished by the bill that you have proposed.

Mr. **Pucinski.** Well, that is why I said to you, Mr. Harris, that perhaps you have made a very good case here today—and we will have other testimony—that it becomes more and more apparent, if your attitude is typical throughout the country, that there is a strong case being made to take prevention out of your hands and put it in the hands of the educators, in the hands of the chief State educational officer.

Let him be concerned about counselors. Why should you be hiring counselors? What does the Justice Department know? Why should you be hiring counselors?

Mr. **Harris.** We don't hire counselors. We fund the Department of Education to do so. We don't hire anybody. We are not an operational criminal justice agency.

Mr. **Pucinski.** Why should the Justice Department be in the school system at all?

Mr. **Harris.** We are not. Are you sure you understand what a criminal justice planning agency is?

Mr. **Pucinski.** You told me that your safe streets money, part of the $500,000 of safe streets money that you have allocated, is going to prevention work. Part of that $500,000 of prevention money is going to hiring school counselors in the school system.

Mr. **Harris.** That is correct, but it will be done by our division making a grant to the school division that is going to do this. We don't engage in the operational programs. We are a planning agency.

Mr. **Pucinski.** All I am saying is that I find it very difficult to understand why you and the Justice Department and safe streets should be in the schools at all.

Mr. **Harris.** Because the school program is a very real element of the crime prevention program, of any crime prevention program, whether it is juvenile or adult, sir. That is where it all begins, as I tried to demonstrate when I first sat here. The first element in the criminal justice system is prevention. The last element is the guy on probation and parole who, hopefully, won't come back up through the other side.

If you separate prevention and pull it away from the whole context of the system—this is the point I want to make, this is what you want to do—you pull away or you are going to be tearing out a very real element of the whole comprehensive system.

You can't sit back and look at this thing in segments. You have got to see it as a system.

Mr. **Pucinski.** Mr. Harris, if your statement is correct, why are you only spending 6 percent?

Mr. **Harris.** You asked me how much we are spending on juvenile delinquency prevention. I told you $560,000. We are spending additional funds on other kinds of prevention programs, sir.

Mr. **Pucinski.** Not juvenile?

Mr. **Harris.** Not juvenile.

Mr. **Pucinski.** You have got here——

Mr. **Harris.** In answer to that question, I just answered it by saying that there is a limit to the amount of money. You are dealing with the whole system. I have been here too long already. I know I am taking your time.

Our planning process in Virginia feeds from the bottom up. We have 22 planning districts in our State. Each of these submits to my division a comprehensive local component criminal justice plan covering again the whole gamut of the criminal justice system.

From that input of needs and priorities, expressed by the localities through these regional plans, we draft our State plan. Because of the need for juvenile delinquency prevention and control programs, including the prevention and the rehab, we found that this was the greatest need expressed at the local level.

Everybody recognizes exactly what you are saying. We are only talking about how to effectively implement it and yet have remaining dollars to care for and improve the remainder of the entire system.

Bear in mind, sir, that to uplift one element of the system, without at the same time uplifting all of its components, is self-destructive. This is what we have been doing for years. We have seen strange balances of resources being allocated to one segment and none to the other.

You arrest 300 people and you don't have the court and prosecutorial facilities to take care of them, then you have wasted an awful lot of time.

Mr. **Pucinski.** That is precise.

Mr. **Harris.** The point is that it is a matter of having more resources available to uplift the whole system equally. You are arguing that you want more resources to go into prevention. You are fussing at me because we haven't put any there. I am saying to you, sir, that we have to sit back and look at this whole picture.

Mr. **Pucinski.** Mr. Harris, I appreciate your candor. I appreciate your frankness. You have made the case beautifully. Of course, you have to look at the whole system. You are going to continue for the next 10 years to look at the whole system. You are going to, for the next 10 years, continue not funding very much more than 5 or 6 percent.

Mr. **Harris.** I don't agree with that. No, sir.

Mr. **Pucinski.** Because I know something about the needs of that system. You are talking with a man who has been very deeply associated with the problem for years, and so you are not going to tell me that there is a possibility, no matter how——

Mr. **Bell.** Is it all right if I tell you?

Mr. **Pucinski.** No matter how much money we pour into Safe Streets, no matter how much money we pour in for the next 10 years, you are going to have to continue more or less the ratio that you have got now.

Mr. Veysey put his finger on it precisely when he said: "You know, prevention is not very dramatic. It has no visibility."

Mr. Harris. I don't agree with you.

Mr. Pucinski. What has visibility is when a kid kills a woman and is standing in court before a jury.

Mr. Bell. Mr. Veysey also said that rehabilitation played a major role in prevention, too.

Mr. Pucinski. Nevertheless, I will tell you this. I think that you have really provided the committee with some excellent testimony. It will cause us to take a very hard look at the whole bill. I do appreciate your frankness and candor.

You have been very kind and I thank you for your time.

Mr. Harris. I thank you for giving me the time and I will certainly get you the detailed information asked for by Mrs. Mink and you, sir.

Mr. Pucinski. The meeting will stand adjourned until 9:30 tomorrow morning.

(Whereupon, at 12:25 p.m., the general subcommittee recessed to reconvene at 9:30 a.m., Thursday, April 29, 1971.)

(Material supplied for the record:)

YWCA National Board,
New York, N.Y.

ACTION-PROGRAMS IN DELINQUENCY PREVENTION AND CONTROL THROUGH YWCA RESOURCES

The National Board YWCA, which has been working with and through its local affiliates across the country to provide services to youths who are delinquent or in danger of becoming delinquent, wishes to express its interest in the current review by Congress of legislative provisions for the prevention and control of juvenile delinquency under two enabling acts: the Juvenile Delinquency Prevention and Control Act of 1968 and the Omnibus Crime Control Act of 1970.

We, therefore, are submitting this statement to reflect the experience of the YWCA in its activities supportive of the national effort to reduce juvenile delinquency and to suggest some of the measures needed to facilitate participation of private non-profit organizations in the provision of community-based programs advocated by both of the above acts.

The National Board YWCA sponsored training program, under the Juvenile Delinquency Prevention and Control Act of 1968—referred to as the Youth Workers Team Learning Project—indicates the nature of training which has been possible under the present, inadequate level of funding for this purpose. These training programs have reached nearly 3,500 individuals—personnel employed in or preparing for employment or volunteer service in fields related to the delinquency endangerment of youths, parents of delinquent or endangered youths, and numbers of youths themselves who have been interested in developing their own prevention programs or in volunteer or employed careers in such service. They have included short-term institutes, in-service training, and other approaches as indicated. Training under this project also has included guidance to YWCAs in the prevention and control of juvenile delinquency through effective utilization of their resources comprising personnel—employed and volunteer, youth serving programs, and facilities. Growing out of this guidance, numerous YWCAs have developed and submitted for funding a variety of community-based action projects and many other YWCAs have indicated their interest in similar project development if funding becomes available for this purpose.

During the life of the Youth Workers Team Learning Project (YWTLP) over *200* YWCAs have reported that they were in various stages of project development for funding of rehabilitation and/or prevention projects. Of these, *34* reported submissions of applications for funding prior to the end of Fiscal Year 1970. *Twenty-five* of these applications were submitted to the Youth Development and Delinquency Prevention Administration (central and regional). *Seventeen* of these projects were approved for funding by the review panels, but only *two* of these were funded by YDDPA as of April 15, 1971. Despite the many problems of indirect project funding by a pass-through public agency, the experience with the Law Enforcement Assistance Administration has resulted in a larger volume of operating projects: as of April 15, 1971, *nine* projects sponsored by Community YWCAs have been funded under the Omnibus Crime Control Act.

The backlog of real and potential projects for funding, however, adds up to a discouraging picture when measured against the national resource offered by the YWCA with programs occurring in more than 6,800 places in the United States. These resources include volunteers and trained staff as well as a reservoir of youth representing every economic and social sector of the nation's communities from suburbia to the inner-city. They also include program buildings, residences, and camps. Above all, these resources represent more than one hundred years of experience and competency in activities directed to improvement of the lives of girls and women.

It is the concern of the National Board YWCA that this total resource be involved in the nation-wide effort so vigorously stated by the Congress of the United States in the Juvenile Deliquency Prevention and Control Act of 1968: "The Congress finds that delinquency among youths constitutes a national problem which can be met by assisting and coordinating the efforts of public and private agencies engaged in combating the problem, and by increasing the number and extent of services available for preventing and combating juvenile delinquency. . . ."

To this end, the National Board YWCA makes a special plea for the broadening and extension of enabling legislation to make available to private nonprofit organizations the facilitating provisions of both the Juvenile Delinquency Prevention and Control Act and the Omnibus Crime Control Act: the one offering positive involvement and direct funding of private nonprofit agencies in training as well as in conduct of action programs; the other offering funding possibilities commensurate with the magnitude of the costs entailed in marshalling and utilizing "community-based" resources for these purposes.

The YWCA program under the Juvenile Delinquency Prevention and Control Act of 1968 reveals that the inadequate level of funding has resulted in an accomplishment ceiling which—while impressive in many ways—is nowhere near its potential height. Additional resources—funds and time—which provide continuity of the efforts underway and which prevent the loss of momentum and accumulated experience now are urgent. Unless there is some provision for funding of the national organization to continue the work initiated through this project, this activity will end with the current fiscal year. We have been informed that the Administration's plans for extension of the YDDPA do not anticipate provisions for this type of program and the Omnibus Crime Control Act does not authorize funding to national, private nonprofit organizations for any purpose.

The nature of and manifestations of delinquency today are such that constant retraining and retooling are necessary for relevance and maintenance of continuing effective effort. Without training resources it becomes difficult if not impossible to maintain the quality and level of staff and organizational capability within community-based resources that are essential to such efforts and which can give any real promise of relating to and supporting the improvement of juvenile justice and juvenile aid systems, as well as providing viable, constructive engagement of the resources of the affected communities in fulfillment of responsibility to their youth.

This statement is addressed deliberately to the consideration of both the Juvenile Delinquency Prevention and Control Act of 1968—now under Congressional review with respect to its future, and the Omnibus Crime Control Law of 1970 because the authorization of provisions to mount and support community-based programs under private nonprofit organization sponsorship is feasible under either or both of these legislative acts. The alternatives appear to be:

> Extension of the JDPCAct with mandated continuation of its support of private nonprofit agency participation and adequate funding to accomplish the purposes it so strongly proclaims; or
>
> Amendment of the Omnibus Crime Control Law to embrace the provisions and authorizations of the JDPCAct, particularly with respect to facilitating grants, national as well as local, to private nonprofit organizations for training and community-based delinquency rehabilitation and prevention programs.

It should be stated that contacts with the Law Enforcement Assistance Administration have been unusually gratifying as reflected not only in the funding of locally sponsored projects to date but in the expressed interest of many representatives of LEAA for expanding the potential that has been demonstrated even under the constricting limitations of the present legislation. This is further illustrated by the cooperation of some of the Regional LEAA offices with the National Board YWCA in efforts to establish a series of Intervention Centers (description appended) using the resources of local Community YWCAs in several states. This plan is impeded only by the considerations described above.

Another view of the specific project potential offered through the YWCA also is appended in the form of a list of "Government-funded Delinquency Prevention Programs" now under operation. As indicated above, these programs may be multiplied many times through the YWCAs that now are developing plans for action.

The YWCA of the U.S.A. stands as a ready resource for action programs to combat juvenile delinquency throughout the nation. It is hoped that the experience reflected in this statement will be of assistance to Congressmen interested in its implications with respect to enabling legislation which can make the highest use of this resource a reality.

PROPOSED YWCA SPONSORED INTERVENTION CENTERS

The purposes of these Intervention Centers, proposed to be sponsored by YWCAs in different states and localities are:

1. to divert female offenders and those who are crime- or delinquency-endangered from traditional courts and institutional systems;
2. to prevent and thereby reduce initial delinquent and criminal acts;
3. to afford resources for community-based rehabilitation services for initial preconviction or postconviction of female offenders who seem potentially responsive to such services; and
4. to provide community service centers for the guidance and supervision of potential repeat offenders.

Some of these centers would offer non-residential programs; others may concentrate on residential services; some may offer both. The determinations will be in response to local need and interest, and in part to existing YWCA facilities.

The proposed Intervention Centers would be established in a number of different states, especially those in which they have been designated as "needed resources" by representatives of justice systems, or other agencies relating to this type of service, particularly those concerned with females who are already in, or are on their way to, conflict with society. Note that these requests have included some from representatives of the federal justice system.

Analyses of the known requests and YWCA programs in developmental status reveal that a significant number of these pertain to adolescents and young adults. A few indicate concern with what has been described in some places as the "steadily declining ages of young offenders." In those locations, YWCAs have been asked to start work, including intervention services, with pre-adolescents. Most of these requests pertain to young persons who have been in or near trouble. They include shoplifters (some of whom have been apprehended by store personnel but not referred to the police), unwed mothers, drug and alcohol endangered females, young persons apprehended in stolen cars, youth who are in conflict with their parents or are endangered by destructive home conditions, and those who have been involved in or sometimes have been the victims of sex offenses.

The proposed Intervention Centers would be organized to provide the range of "crisis," short-term and long-range services needed by their respective target groups. These would interlace with services to be made available through the cooperation of other community-based resources. They would, where appropriate, relate to and interact in different ways with justice systems, particularly those concerned with prevention, first offenses, probation and parole problems of young females and their families. They would offer a range of support services directed toward educational attainment and economic independence and other significant aspects of social need. They would differ from traditional half-way houses in their approaches, their scope, and most importantly in their integration into the total work of already established multi-service organizations, i.e., the YWCAs which would organize them, sponsor them and carry out their operations.

Some of the residential services would be established within the residential facilities of participating YWCAs: others would be in quarters developed for this specific purpose. Similarly, most of the nonresidential programs would be carried out in YWCA program facilities; others might be in decentralized "outreach" locations, set up specifically for intervention purposes. Should funds be available, mobile units might be introduced in selected areas where the services seemed to be needed by more than one community served by the YWCA and where carrying programs to the target groups seemed the most effective possibility for involving them in significant numbers. Program activities, support services, linkage to other public and private programs would be available to both residential and nonresidential program participants.

These programs—residential and nonresidential—do not represent totally new YWCA services. In numerous situations, representatives of the types of target populations specified here and others in comparable endangering situations are already taking part in YWCA programs and/or living in YWCA Residences.

Usually the latter group—the residents—are 18 years of age and older. Accommodations to the needs of younger youth would require special features not typical of most YWCA Residences at this time. The present participants customarily are in the YWCA program through individual arrangements, many of them in response to requests from social agencies, churches, police, probation or parole agencies and other youth-serving institutions.

The programs and services developed for these proposed Intervention Centers would utilize professional personnel, of course; they would also draw upon volunteers, paraprofessionals, other allied personnel, parents, and the young people themselves. To accomplish this widespread involvement it seems essential to tap not just the budgetary resources for each of the discrete centers, but those needed to develop a systematic plan, intercommunication between a network of centers across state lines, and an interlocked plan for training, evaluation, and sharing of the products of the totality of experiences with other interested communities and organizations.

YOUTH WORKERS TEAM LEARNING PROJECT, NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATION OF THE U.S.A.

GOVERNMENT-FUNDED DELINQUENCY PREVENTION PROGRAMS

(Based on information available as of April 15, 1971)

Grant No. 76–P–85009/2–03, Youth Development and Delinquency Prevention Administration, Social and Rehabilitation Service, United States Department of Health, Education, and Welfare.

	Number of projects	Amount funded
Law Enforcement Assistance Administration	[1] 9	$372, 366
Youth Development and Delinquency Prevention Administration	2	66, 297
Model Cities	[1] 3	88, 043
Other public (State and city) agencies (some in combination with private sources)	6	31, 809

[1] Includes 1 project jointly funded by LEAA and Model Cities.

Note: Summary—13 States, 18 localities 19 projects. Total funding, $558,515.

State and locality	Project description	Funding source	Amount
Hawaii: Oahu (Honolulu)	(1) Probation Plus: Rehabilitation for 12–17 age girls referred by family court or self-referrals. Several cooperating agencies, including schools and university.	YDDPA (HEW)	$36, 297
	(2) Followup: Group activity preparing 6th grade "potential dropouts" for entry to 7th grade, and continuing support, including work with parents. Coordinates with schools, parents, youth, and referral services.	LEAA	12, 625
Maine: Bar Harbor	Teen center: Place to "talk" and recreation program.	City government	1, 000
Massachusetts: Holyoke	"Listening" centers: 3 neighborhood centers for delinquency endangered girls, 9–12, closely related to Model Cities, OEO and other agencies.	YDDPA (HEW)	30, 000

State and locality	Project description	Funding source	Amount
Michigan: Grand Rapids	Living arts center. Program to provide alternatives for first offenders, drop-outs, and endangered girls, 8–18. Components include group discussion, drop-in center and training in communication arts. Cooperating agencies include public schools, employment service, and N.Y.C.	LEAA Model Cities	$206,000
Minnesota: Minneapolis	Probation plus: Prevention and treatment program utilizing small group approach, counseling and coordination of community resources to augment probation services for girls, 12–17, referred by court services.	LEAA	16,648
New Mexico: Albuquerque	Pregnant teen-aid program: Continuing education and related services with emphasis upon interposing the cycles of illegitimacy and preventing delinquency. Cooperating agencies include public and private resources.	Model Cities	19,043
New York: Jamestown	Predelinquent teenage girls project: Counseling for delinquency-endangered junior high girls; educational enrichment and cultural exposure. Closely related to public schools.	New York State Division for Youth; church; Kiwanis Club.	7,884
The Tonowandas	Coed teen lounge: Drop-in center for high school youth (16–19), many of whom are actual or potential drop-outs.	New York State Division for Youth; city of Tonowanda; city of North Tonowanda.	$8,000
Troy-Cohoes	Youth program to prevent juvenile delinquency: Program for girls, 7–15, includes physical activities, arts and crafts, drama and counseling.	New York State Division for Youth.	4,000
Yonkers	"Making It" project: Groupwork for girls who are dropouts or dropout endangered.	City of Yonkers	8,925
North Carolina: Asheville	Asheville Hotline, Inc.: Youth-oriented crises intervention service, focused on drug abuse, with open telephone manned 24 hours a day; youth staffed (17–25).	LEAA	7,200
Ohio: Canton	Girls club for first offenders: Group activities, counseling, and sex education.	LEAA	5,000
Pennsylvania: Lancaster	Cultural arts: (program description not available).	Model Cities	13,000
Texas:			
El Paso	Small group care homes for pre-delinquent adolescent girls: Four group homes for total of 60; multiservice program for runaways and non-criminal delinquents. El Paso Christian Homes for Girls cosponsors, and 19 community resources committed to provision of services; these include police and probation departments, and county detention home.	LEAA	114,380
Lubbock	New directions: Continuing education and supportive services program for unwed mothers. Public schools provide teachers; other cooperating agencies include juvenile probation office.	LEAA	30,551
Virginia: Alexandria (branch of national capital area YWCA).	Project pulse point youth center: Drop-in center, in a housing project, provides program for delinquency-endangered youth and their families, includes counseling, informal education and tutoring, health and physical education, cultural enrichment and recreation. Cooperating agencies include Urban Renewal and Housing Authority.	LEAA	19,962
Washington:			
Spokane	Rafters program: Drop-in center for senior high youth with youth board fo directors. "Friend/Counselor" and "Youth Helping Youth" services; drug-health and family life education. Cooperating agencies include public schools, juvenile court, drug abuse council, CAP and United Fund.	LEAA	16,000
Vancouver	Special group program: Drug education and group work with juvenile offenders.	City government	2,000

STATE OF ALABAMA,
DEPARTMENT OF PENSIONS AND SECURITY,
Montgomery, Ala., June 1, 1971.

Hon. ROMAN PUCINSKI,
U.S. House of Representatives,
Washington, D.C.

DEAR MR. PUCINSKI: We are in receipt of a copy of H.R. 6247. This bill continues funding for the Juvenile Delinquency Prevention and Control Act of 1968 for five years at the level of $75 million for each year. Under the provisions of the

Juvenile Delinquency Prevention and Control Act of 1968, this department has made considerable progress in developing a comprehensive plan for the prevention and control of juvenile delinquency. Our relationships with both the regional and central offices of the Youth Development and Delinquency Prevention Administration have been excellent, and we are of the opinion that the Juvenile Delinquency Prevention and Control Act should continued to be administered by that office.

We support H.R. 6247 in that it does provide additional funds for juvenile delinquency programs. However, we would like to point out certain negative factors in the original act. As previously stated it has always been underfunded in terms of amounts appropriated. State Agencies providing delinquency services under an approved State Plan are penalized in that the agencies obligate themselves for 50 percent of the non-federal share of programs funded. Also, the state agency administering the approved Comprehensive State Plan is not eligible to receive funds through the Act for state administered programs.

We hope some consideration can be given to correcting these weaknesses which penalize the state agencies. We want to thank you for your interest in this matter, and for your assistance.

Cordially yours,

RUBEN K. KING,
Commissioner.

Youth Development and Delinquency Prevention Administration,
Washington, D.C.
Regional Office,
Atlanta, Ga.
Mr. Charles Schultz, Director,
Office of Management of the Budget,
Washington, D.C.

WEST SIDE NEIGHBORHOOD CENTER, INC.,
Portland, Maine, April 26, 1971.

Congressman CARL D. PERKINS,
Committee on Education and Labor,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: We would like to ask your committee's favorable consideration of the legislation pending, which will extend the Juvenile Delinquency Act of 1968 that is scheduled to expire on June 30th 1971.

It is imperative to the youth of America that this legislation be extended. Some plan to have programs funded under the Safe Streets Act of 1970. It should be noted that the various Law Enforcement Planning Agencies are dominated by Law Enforcement Officers, and give high priority to funding programs which will directly affect themselves.

West Side Neighborhood Center does not receive funds under either of the above programs, but we do feel strongly that the Juvenile Delinquency Act of 1968 should be extended.

Thanking you for your consideration, I am

Yours for a better community,

NEAL W. CHAPMAN,
Resource Developer.

EXTENDING THE PROVISIONS OF THE JUVENILE DELINQUENCY PREVENTION AND CONTROL ACT OF 1968

THURSDAY, APRIL 29, 1971

House of Representatives,
General Subcommittee on Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to call, in room 2257, Rayburn Office Building, Hon. Roman C. Pucinski (chairman of the subcommittee) presiding.

Present: Representatives Pucinski, Hicks, Chisholm, Biaggi, Forsythe, Veysey, and Peyser.

Staff members present: John F. Jennings, majority counsel; Alexandra J. Kisla, clerk; Toni Painter, secretary; and Charles W. Radcliffe, minority counsel for education.

Mr. **Pucinski.** Resuming our hearing on H.R. 6247, we are very pleased this morning to have with us Hon. Russell W. Peterson, the Governor of Delaware, who is chairman of the National Governors' Conference Committee on Crime Reduction and Public Safety.

Governor, we are very pleased to have you here. I know that you are extremely busy and have got many, many problems of your own, but it is most encouraging to see the chief executives of our States take time to come here and share with us their experiences on the need for legislation to help these problems.

I understand you have a statement. I will let you proceed in any way you wish, sir. Your entire statement will go in the record, but you proceed in any way you wish to.

STATEMENT OF HON. RUSSELL W. PETERSON, GOVERNOR OF DELAWARE, CHAIRMAN, NATIONAL GOVERNORS' CONFERENCE COMMITTEE ON CRIME REDUCTIONS AND PUBLIC SAFETY

Governor **Peterson.** Thank you, Chairman Pucinski.

I appreciate the opportunity to speak to you here this morning to present the views of the Governors of all the States on this urgent problem of juvenile delinquency and the Federal legislation which you are now considering on this subject.

It is not necessary for me to detail for you the seriousness of the youth offender situation in this country. Of course, it is well known by the Congress. You have had numerous reports made available to you which dramatize the startling increase in juvenile delinquency and youth involvement in felony crime.

Essentially, most juvenile crime involves a fairly well-defined group of about 3.5 million youths who come to the attention of the police or the juvenile courts each year because of alleged behavior defined as delinquent. Slightly less than a million of these actually receive formal disposition by the juvenile courts.

The Uniform Crime Reports for 1969 reveal that 39 percent of all reported police arrests were of persons under 21 years of age. When only serious crimes are considered—such as murder, forcible rape, robbery, aggravated assault, burglary, larceny over $50, and auto theft—almost one-half of all persons arrested in 1969 were 18 years old or under. The under 21 group accounts for nearly 8 out of 10 auto thefts. Recidivism rates reach an astounding high of 72 percent for those first arrested at age 20 or under.

The real tragedy of the juvenile crime problem goes beyond these statistics, however. The fact is that these young offenders most often set patterns of antisocial behavior for the rest of their lives. They graduate from being juvenile delinquents into adult felons. One mistake with a juvenile can trigger a career of crime.

Your committee is very much aware of the failings of our justice system in dealing with youthful offenders. More often than not a young person, after being processed through the juvenile justice systems, ends up graduating with advanced knowledge of criminal tactics. In other words, our institutions too often serve as colleges of criminal knowledge.

Our present system tends to label youth offenders rather than really help them. We segregate them from the positive influences in our society. This tends to reinforce their antisocial behavior rather than rebuild wholesome personalities.

When our committee met with you in February, in an informal session, I expressed the view that we must change the way in which government at all levels responds to the problems of youth. If we had a disorderly child in our own family, we would not push him out of the home, and segregate him.

Instead, we would seek to surround him with all the love and positive influence of the family in order to rehabilitate him and correct his bad behavior. We would take a comprehensive approach to the problem.

Governments should do the same thing, and we are doing this in Delaware. We have set a goal of reducing violent crime by 50 percent by the year 1980.

To succeed in reaching this goal, we are marshalling our resources into a comprehensive attack on all facets of the problem—law enforcement, courts, correctional agencies and the root causes of crime, such as unemployment, poverty, poor housing, inadequate education, drug abuse, and racial unrest.

I think the crime rate is an index of society's failure to solve these problems. As we reduce crime, we will undoubtedly improve the quality of life.

And so in Delaware, we are mobilizing our educational system, our social welfare programs, our public health agencies, our job training and industrial development programs and, of course, our criminal justice system in a concerted effort to direct them toward this major goal for the State.

We are placing special emphasis on vocational education as a means of helping our young people select rewarding and meaningful careers. We must do a better job of guiding each child into a career that will enable him to develop his talents and abilities to the fullest potential.

Our aim is that every student who leaves school, regardless of whether he graduates, should have in hand either an acceptance to another educational institution, or a job offer, or both. I think each of us needs enough choices to be able to find a career that he thinks is satisfying.

To improve the effectiveness of this overall effort to reduce crime, we hope to establish with funds provided by the Law Enforcement Assistance Administration a systems analysis management approach. With this computer-assisted modern management technique, we can tell whether we are making progress toward our goal and we will adjust our programs accordingly.

This same agency in Delaware is designated to implement the Juvenile Delinquency Prevention and Control Act presently administered by the Youth Development and Delinquency Prevention Administration in the Department of Health, Education and Welfare.

We view our efforts to reduce crime as a comprehensive program to pull together all that Government does to establish domestic tranquility, to administer justice, to rehabilitate and correct individuals, and to prevent crime by the elimination of social conditions which breed antisocial tendencies in both adults and youth.

The prevention and control of juvenile delinquency is a major part of the crime reduction program in our State, and indeed, in all States. It is a major concern for all State government agencies dealing with social concerns and human needs.

The Omnibus Crime Control Act and the Juvenile Delinquency Act were designed to be companion programs, jointly administered by the States to form a comprehensive effort to deal with the problems of crime and juvenile delinquency.

The experience of the States in working with each of these two Federal programs, one in the Justice Department, and the other in HEW, as you well know, has been very different. The States have been pleased with the operation of the Omnibus Act, and with the Law Enforcement Assistance Administration.

The LEAA program has been well funded by the Congress, and has received a high priority within the Administration. What many felt would be just a police-oriented program has developed, under the leadership of the States where the decisionmaking responsibility resides, into a comprehensive effort at prevention of crime and delinquency, and of reform of the entire criminal justice system.

Major parts of the block grant money, under this Act, are being used by the States for juvenile delinquency prevention and control. In fiscal year 1969 in the country over $4 million in LEAA funds were spent for prevention and control of juvenile delinquency.

In fiscal year 1970, over $28 million was spent for these purposes at the direction of the States; and in fiscal year 1971, more than $65 million will be spent for juvenile programs. In Delaware in this current year we have three times as much money from LEAA for juvenile delinquency prevention and control as we have from Juvenile Delinquency Prevention and Control Act.

The simplicity of the Omnibus Crime Control Act, the simplicity of the guidelines written to administer this program, and the fact that decisionmaking power is held by the States all contribute to the effectiveness of this program. Title I of the Omnibus Act is simple because the Governors had a hand in writing it.

The National Governors' Conference, in the first real exercise of effective federalism by the Congress, actively participated in the drafting of this act, and in the writing of the guidelines, and finally, in the actual administration of the program.

Because of the latitude preserved by the States in the Omnibus Crime Control Act, the States have been able to determine their own priorities for dealing with youth delinquency, and have been able to spend the large amounts of money mentioned earlier. I can assure you that the States will continue to increase the funds committed for this purpose.

The special problems inherent in dealing with antisocial behavior in youth receive the expert attention they deserve from dedicated State government administrators and professionals. Their voices and hands are effective in giving direction to the setting of priorities within the State criminal justice plan required by the Omnibus Act.

The humanitarian approach to juvenile delinquency is not overshadowed by the interests of those who simply want to buy more hardware to fight crime in the streets. Law and order is not enough. We must seek law with justice.

The crime control planning commissions of many States have young people as members or advisers actively involved in writing the State plans.

Our own survey of State programs for the treatment and control of juvenile delinquency shows that the 23 States contacted in a spot check are spending in fiscal year 1971 $283 million. This is for treatment only. This is State-appropriated money, and does not include any Federal or local funding, and does not include the billions of dollars spent by the States in prevention of delinquency.

This is a measure of the commitment which State governments have made toward solving the problem of juvenile delinquency. The States have invested what resources they have in this effort. And now they ask the Federal Government to become an effective partner. We have found that willingness and cooperation in the Omnibus Crime Control and Safe Streets Act.

Unfortunately, this has not been the case with the Juvenile Delinquency Prevention and Control Act. The act itself is far too complex in that it imposes, in sections 113, 123, and particularly in section 131, unnecessarily detailed requirements for getting anything done.

These are like hoops through which the States and localities are made to jump before they are allowed to get on with solving the problems of juvenile crime. I have asked the staff of the National Governors' Conference to furnish the subcommittee with a detailed analysis of the various provisions of the act.

Difficulties with the Juvenile Delinquency Act were further complicated by the 9-month delay in writing guidelines for the program. In contrast to the Omnibus Act there was no opportunity for States and localities to assist in the writing of these guidelines.

When HEW finally did issue these guidelines, they were so complex, and so late, that several States decided it was not worth the expensive effort to apply, simply to receive a maximum grant of $50,000. In fact, in my opinion, one of the most debilitating things in America is the proliferation of Federal programs with guidelines to siphon off the time and energy of thousands of our most competent State leaders.

Certainly, the low funding level of the Juvenile Delinquency Act contributed to its problems. But even very large appropriations would not have solved the administrative difficulties. In fact, had more money been appropriated it might very well have been spent on more research and seminars to study the problem, rather than on action programs to solve problems with juveniles in the States and localities.

HEW's primary experience in the juvenile delinquency problem has been one of research. Such efforts at seeking new knowledge date back nearly 15 years. Certainly, we need to study problems to find new answers. But we also need to implement those answers and take action. We at the State level are compelled by our situation to be action-oriented. We must act daily to deal with complex problems of delinquency and crime.

We earnestly call upon the Federal Government to become an active partner in the solution of these problems of crime and delinquency, as well as numerous other social problems, by sharing its superior sources of revenue. And we urge that this be done in the simplest, most efficient manner.

For these reasons, Mr. Chairman, the National Governors' Conference, after an extensive discussion of the issue, adopted the position that the program for planning and action grants for the prevention and control of juvenile delinquency should be taken out of HEW and placed in LEAA.

Now that the Omnibus Crime Control Act has been amended to provide for specific mention of juvenile offenders it does not seem that any legislation would be necessary to accomplish this transfer of responsibilities within the Federal Government.

The LEAA Administrator has assured the National Governors' Conference that he will establish a special office to handle juvenile delinquency programs, if this comes about. Additional funding, already authorized under the omnibus crime control amendments, would be needed to carry out these added responsibilities. We are urging the Justice Department to request those added funds.

The Juvenile Delinquency Prevention and Control Act of 1968 expires, as you well know, on June 30, 1971, and no further action need be taken concerning it. In other words, we recommend you let it die.

The HEW proposals for developing a "national strategy" to deal with juvenile crime by the formation of task forces to design model systems for rural, suburban, inner city, and college campus situations may be worthwhile if a major effort is made to coordinate the many Federal programs dealing with public school discipline problems, juvenile mental health, and physical health, as well as job training and employment.

More than 70 programs affecting youth are scattered over 16 Federal agencies. These programs could be effectively coordinated, jointly

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funded, and mobilized to solve the juvenile problems which are on the gray edges of the juvenile crime problem. These other programs could be used in a sort of block grant for youth to prevent young people from getting into the justice system.

Because the HEW proposal has not yet been introduced in legislative form, the Governors of the States will need some additional time to comment on it. We will make these comments available to this committee at the earliest possible date.

Thank you, Mr. Chairman.

Mr. PUCINSKI. Thank you very much, Governor.

Governor, you say that in 1971 $65 million of the LEAA funds will be spent on juvenile delinquency prevention and control. How much of that will be spent in your State?

Governor PETERSON. We have a total in this fiscal year 1971 of $1 million from LEAA funds, of which $207,000 is on the treatment of juvenile delinquency, and another $100,000 discretionary funds going into that area.

Mr. PUCINSKI. Governor, could you tell us how this $207,000 for juvenile crime is going to be spent?

Governor PETERSON. A good share of it will be spent for rehabilitation centers in the community where young people who have had some involvement in the system—been to our family court, been involved with the police—will be housed in community-based quarters and given some professional counseling and advice. They will be attending local schools and so on while they are in those homes.

Another part of it is for the work within the community to carry out various programs to get young people involved in healthful activities in their own neighborhoods.

Mr. PUCINSKI. Can we get a specific breakout on how that $207,000 is going to be spent? Well, 1971 is pretty well spent now, isn't it?

Governor PETERSON. Yes. Well, according to the way that money is administered, it is made available in fiscal 1971. but we are permitted to spend it over a 2-year interval. In other words, the money does not revert on June 30, 1971, but reverts on June 30, 1972.

The program is sort of out of step with the actual fiscal years in which we spend it.

Mr. PUCINSKI. You see, you are putting a great deal of trust and faith in LEAA. I have no quarrel with LEAA, but Senator Pepper's crime committee found that they did not believe LEAA ought to be administering the juvenile delinquency program, simply because, by the very nature of the beast, a good deal of that money is going to go to either rehabilitative work after the fact or hardware: prosecutors, judges, courts, reformatories, all of which are necessary, of course. We would not quarrel with that.

The main thrust, however, of the Juvenile Delinquency Prevention Act, the bill before us, is prevention. My own feeling is, with all due respect to LEAA and its new director, Jerris Leonard, for whom I have a high personal regard, that you are competing in the total crime picture: dope addiction, narcotics, all the other crimes that are paramount in importance to the country.

I wonder if we can get from you a precise break-down on how much of this $207,000 that you have earmarked in 1972 for juvenile crime is for actual prevention.

Governor **Peterson**. I differentiated in my prepared remarks, sir, between treatment and prevention. I think we use those terms too loosely.

Mr. **Pucinski**. I think you are right.

Governor **Peterson**. I talk about treatment when we are dealing with the young person who has been involved with the system, been in contact with the police, the family court, and has not been officially labeled necessarily as an offender, but somebody who has been called to our attention as a problem, and thus needs to get some help.

I talk about prevention going way back to early childhood education. For example, vocational education to help young people find a career opportunity, recreational programs in the neighborhoods, using our tremendous investment in schools so that our gymnasiums and auditoriums and that can be put to work many more hours a week than they are being used now.

I talk about those things as preventive measures. The treatments aspects of the job we recommend be given to LEAA, because we think there is necessary to the success of this overall effort for the people involved with the whole program with young people just getting started in trouble with the law on to the hardened adult offenders to be looking at this whole system. That is what we are doing with our setup.

Mr. **Pucinski**. Isn't that really why you now have a 72 percent rate, because that is the way you have been doing it for the last 15 or 20 years? We have been treating young criminals, young people in trouble, in the same way that we treat all our other antisocial problems.

The police attitudes, the treatment facilities—I know, and you know this better than I do because you are chief executive of a State that you are going to have to spend a good part of your LEAA money on personnel in law enforcement and in prosecution. You are going to have to spend a good deal of your money in hiring policemen, State troopers and various other people.

How much of the LEAA money do you honestly believe, whether it is today, next year, or the year after, or the year 1980, you are really going to be able to spend on prevention, when you look at the enormity of your problem?

This act was passed, LEAA notwithstanding. The main thrust of this act was to concentrate on prevention, because once that youngster gets in trouble you require enormous resources to try to save that youngster. By your own figures, the chances of saving him are not very good, because you have got a 72 percent recidivist rate.

I want to get you thinking about: What is this obsession that you have with LEAA? Now, I will be the first one to admit, as a witness from Virginia said yesterday, that the difference between the way LEAA administers its program is like a rose garden, and comparing the way HEW administers this program is like a garbage dump. I agree with him.

I think that the people in the juvenile delinquency prevention program ought to be fired forthwith by the President, every one of them, for dragging their feet, for being 2 years late on guidelines; but then, of course, I am not sure who you are going to fire when you consider that the Director was not appointed for 2 years.

In other words, all of the emphasis was shifted to LEAA. This program was made an orphan since its inception. Now, when it comes up for renewal, a good Governor like yourself speaking for the Governors says: Well, you know, it hasn't worked.

You tell me: What have you people done to help it work? What have you done in the last 3 years to prod the administration along to get some help in this program? I mean, it is easy enough to come here and say: Kill the program; and when we kill it, most of this money is going to go to rehab.

Most of this money is going to go to all the things that are being done after a child gets in trouble. I want you to show me how much of your $207,000 is going to go for prevention to make sure that this child never comes in contact with a police officer, never comes in contact with the juvenile court.

Governor PETERSON. Let me answer some of your questions. First of all, I am not just talking here from my experience as Governor of Delaware. I am talking from my experience going back to many years where I would go out to the prison every Tuesday night to interview those who were going to get out, find out what their problems were, follow them for years afterward to see who came back.

In fact, I ran for Governor on the basis of the experience I had with a major campaign to reform our prison system. I am deeply concerned about the fact that we have not given the right attention to prevention and treatment. We are demonstrating at the State level that we are doing the very things you are talking about.

The act we are here to talk about today has been mainly words, and not much action. Even if it were implemented promptly and fully, it still doesn't amount to very much. It is a drop in the bucket for what is required to do the job. We at the State level put up infinitely more in the way of resources and dollars in this area.

We are telling you from our experience what we recommend be done to make this thing happen. We need to have the management in this whole area be concerned about the spectrum of the problems and the programs, and not do as we have done in the past: Worry on the one hand about police and in another area about the courts and in another area about corrections.

We need to look at this whole spectrum of how a person moves throughout life, and what makes the difference between those who go down a route of crime and those who don't. We can markedly improve the effectiveness of treatment, of rehabilitation, and reduce the recidivism rate.

We need to look at it, however, in the big picture and not this piecemeal approach. LEAA's approach has been for the first time in our history providing the mechanism and the resources so that we can do the very thing you are talking about.

Because it has been successful in that direction in the very short time it has been in business, we say: Let us grab ahold of it, reinforce it, give it some more resources, instead of building off here at the side another operation, particularly one which is mainly words with little resources to back it up.

Mr. PUCINSKI. All right. It is words. The programs are carefully thought out. The fact that it is not being implemented is not the problem of the legislative branch of government. The legislature discharges the responsibilities. We held very extensive hearings on this bill and we put together a bill that we thought was going to, for the first time, make a contribution.

The programs and requirements of this bill are sound. The authorization of $75 million is sound. The fact that the administration, the Bureau of the Budget, said that we are not prepared to spend this money, ergo, we are only going to ask for $5 million in 1970 and $15 million in 1971 is not the fault of the legislature.

I am really very surprised to hear you think you are going to be able to do all this under LEAA. Now, of course, our discussion is academic, because we don't have any track record as yet. When we talk about this in 3 years, we will see where the emphasis in LEAA has been.

Now, I have no quarrel with LEAA, but I can tell you right now, as a member of this committee, that you will notice and you will see in the span of time that juvenile delinquency prevention programs will be treated as a stepchild, as they have been treated over the years.

You have got the pressures. You are a Governor. You know what kind of pressures are on for the dollar. I appreciate your honesty a good deal more than the Department, because at least you have the courage to come before the committee and say: "Kill the program."

The Department wants to turn it into another research monstrosity. We researched juvenile delinquency to death. I agree with you. We have gots tons and tons and tons of material on what causes youngsters to be antisocial, so I am in complete agreement with you.

Governor **Peterson**. I am not saying: Kill the program. I am saying: Put the program over here in conjunction with other components of this whole overall effort. Put it in one place where it can be managed properly.

Mr. **Pucinski**. You already have that in LEAA.

Governor **Peterson**. No; we don't have the resources for the juvenile delinquency prevention and treatment that we should have. It is a very modest amount in that area, but you need to let that grow.

Rather than build a new setup, another area with entirely different set of guidelines, different people to talk with that use our time and energy, let us put it in one place so that we can coordinate it efficiently. We are on the frontlines in this business.

As you said a little while ago, we do have many pressures on us, but I think we are in a much better position to decide what is the efficient way to administer the program. We are going to demonstrate to you how to get results. We are putting up most of the resources at the State level today in America for this problem.

We are putting increasingly large numbers of dollars into the area. We are going to do that. We are making a plea to the Federal Government to please make some more resources available in this critical area.

Mr. **Pucinski**. You may be absolutely right and I appreciate your statement to try to end this proliferation of programs. I think you are absolutely right on that score. It seems to me that perhaps in the light of some of the testimony that we have heard here, including your own, that what we really ought to do is rewrite this act and make this an honest-to-goodness juvenile delinquency prevention act and get ourselves out of the business of juvenile justice and give that to LEAA, as you suggest, and make this a strong bill of helping the schools deal with the problem of juvenile delinquency and turn this over to the chief State school officer and get you people out of the business completely.

If you are going to have the same sheriff who has to prosecute people and arrest people and confine them and you are going to have him try to develop prevention programs, you are going to get that kind of a program.

I think that perhaps what we ought to do is this. We look at the violence that we are seeing in our schools across the country. When we see the genesis of delinquency originating in the school community, perhaps prevention ought to be part of the school system, instead of trying to fool around with it in the regular juvenile justice system, and continue to see it treated as an orphan.

I am sure when we break out this $207,000 that you talked about, there will be just a fraction for prevention. Most of that is going to go for brick and mortar, prosecutors, judges, bailiffs, jail keepers, all sorts of other hardware, but very little for prevention.

Governor **Peterson**. The $207,000 is not going for those things you mentioned. The $207,000 is going for treatment of juvenile delinquents, not prevention. I agree with what you said a while ago. That was the message that I tried to give here, just what you say.

Let us put into LEAA the treatment aspects of this juvenile delinquency. Let us get back in the broad community—and I agree, especially in education—with the real prevention to keep kids from getting in trouble in the first place.

That is why I mentioned vocational rehabilitation which I know your committee is very much involved in and interested in. It is one of the key requirements of our country. We need a major push there for every young person to find a career that he or she wants that will lead to a rewarding experience in life and will solve many of our problems.

That is what I said about having HEW pull together these many programs, which are now spread out to 16 different agencies, in some kind of an organized approach to help youth. I look at that as prevention.

The other thing I talked about before was treatment.

Mr. **Pucinski**. I can see the pattern evolving. I can see where the law enforcement people across the country have taken the whole of LEAA. They obviously do not want HEW in the picture. This has been a historic and traditional conflict between the so-called hard line in law enforcement and those who thought that maybe the way to deal with the picture of crime is not to have the crime committed in the first place.

LEAA is going to put most of its emphasis on the hard-line approach, the stern, rigid enforcement: Put them away for life. Try to rehabilitate them once you have got them in this institution. That is why I think you make a good case here.

As far as this committee is concerned, we are trying to prevent the crime. We are trying to come up with a program. That is what this bill was intended to do. I can't fault you and I can't fault the other 49 Governors for the fact that a bunch of dunderheads in HEW never could carry this program out.

It is nobody's fault except the system. I don't think that you can try to point the finger at any one person. It is obvious that HEW has done nothing but give this program lip service. I might tell you that I begin to wonder whether people really want to deal with juvenile crime in this country, because the same people that have done the hatchet job on this bill and on this law are the same guys in the same building that destroyed the first two juvenile crime bills that we had here.

I remember when President Kennedy made an appeal to the Congress in 1961, I believe, shortly after he became President. One of his first bills was a plea to the Congress for $10 million to do some extensive research on what causes young people to turn to crime.

The Congress passed that bill and we funded it: $10 million a year for 3 years. Then we renewed it for another 3 years. We poured $60 million, hoping to get some answers. It became a shambles in both instances.

So, I asked myself very seriously whether or not people honestly want to do something about juvenile crime in this country, or do they really want it to become the instrument that is going to destroy us. I don't know, but when I see what they did to this bill in 3 years, Governor—and I am not blaming you. It is not your fault. You are not the one. It is the agency. They didn't pick a director. They didn't set down the guidelines. They didn't ask for the money. They had $75 million authorized. They asked for $15 million.

You can't help but ask yourself honestly and seriously and publicly: Do these people really want to do something about juvenile crime or do they just want to sit back and watch it destroy us as an agent?

Governor **Peterson**. Mr. Chairman, I recommend to you and to the whole committee that, since you expressed the view here—I understand how you look at this thing—that you zero in a little better on what is going on in LEAA organizations around the country.

I would invite you and encourage you to zero in on our State, because we have a board running that group, tightly tied under my office, that represents this whole spectrum of problems in the community, through education, through the recreational efforts, through the many programs in the community dealing with neighborhoods.

Off here as part of this are the courts and the police and the correction agencies. The people who head it are those who came up through rehabilitation—not through police, not through the courts.

In fact, we are doing exactly what you recommend be done. The Governors in the country today are in tune with this problem. We are doing something about delinquency. We are going to do it with or without the Federal Government's help because this is too vital to us. It is going to get attention.

All I am saying is: With the much greater resources that we can get from the Federal Government and without a lot of strings attached to it so we can move, we can make great headway in this area. We are pleading with you to give us some more resources and take away some of the strings and we will get more of the job done.

Mr. **Forsythe**. Mr. Chairman? Good morning, Governor.

It so happens that I served on an LEAA board in my State for about 3 years, so I have great feeling for what you are saying, Governor, with regard to the really broad movement in terms of the whole system in the movement of LEAA.

Again, for me, the importance of looking at these things in broad scale, in giving our States and localities the freedom to act, has real promise of success. Would you agree?

Governor **Peterson**. I agree absolutely.

Mr. **Forsythe** The problems, as you well recognize, in this juvenile problem, when they do get scattered in these various agencies with all of the strings that are involved, have been a serious problem in moving forward at the level of State and local government, where the action has to come from.

Governor **Peterson**. Right.

Mr. **Pucinski**. Mrs. Hicks?

Mrs. **Hicks**. Mr. Chairman, yesterday at the hearing we listened t young people who were telling us about what the problems were and why they would enter into crime. Also we listened to a woman, a Miss Howard. While she was speaking, I felt that this possibly is the answer in the place where this juvenile delinquency prevention crime act would work.

I am always rather concerned when I listen to speakers such as yourself, Governor, and feel that actually you are not implementing the act as the Congress would want you to do, with the use of the funds strictly for the prevention of crime, because the money could be used possibly in your school system for the prevention of crime, rather than taking the money and using it more in the implementation of rehabilitation.

I think this has been the problem with the use of the funds of this particular act: That they have not been used for prevention, but rather they have been so mixed with funds that they have been used for rehabilitation of the criminal who has already committed the crime.

I really believe that these funds could be used in a tremendous program strictly of prevention. Whether or not, as the Chairman has suggested, that this money should be sent over to the school system to be administered there rather than in the law enforcement agency, I think deserves some consideration.

I understand the problems of the Governor of the State: That you are concerned with prevention and rehabilitation, that actually maybe the law enforcement officers are more concerned with the rehabilitation program, so that we don't have concern for prevention, whereas this act should be specifically used for, in my opinion, just for prevention. Maybe the word "rehabilitation" should be removed from the act.

Governor **Peterson**. Mr. Chairman, may I respond?

Mr. **Pucinski**. Of course. Please do.

Governor **Peterson**. What money are you talking about? There is a total of $15 million for the whole Nation for this year. Why, in little Delaware, one of the smallest States in the Nation, we spend more than that on one aspect of treatment: vocational education. So, this whole act we are talking about is a drop in the bucket.

If all that money were brought to Delaware, it would have a modest impact on this tremendous problem of prevention of delinquency. We are putting in—even this little State—appreciably more resources into this area than we are talking about.

One of the reasons you have got so little action out of the States is because we are so busy and have got so many important things we are working on that this was a drop in the bucket, and an annoyance almost of filling out all the guidelines and so on to apply for this money.

If we don't use some bigger guns, more money, bigger goals, raise our sights, you won't get the reaction out of the people in the States, because we have too many high-priority jobs to do, and we have more resources of our own to use for this than this $15 million.

Mrs. **Hicks.** I don't quarrel with you, Governor, relative to the amount of money that has been appropriated, and realizing that you feel that it is really causing you too much trouble and time and work-hours of your staff in order to procure this money.

I feel that it should be funded in a much larger sum. I think possibly this is one of the faults that we have. I notice that in the extension that we have asked for, there is $75 million for the fiscal year. I feel that this would then start to move in the prevention of crime toward the solution of the problem.

Mr. **Peyser.** Governor, thank you for being with us this morning. I have a question on the work in Delaware dealing with juvenile delinquency in both the prevention and rehabilitation aspects: What would you estimate is the impact of narcotics use and addiction on this whole juvenile delinquency program in Delaware?

Governor **Peterson.** I think that the use of drugs, drug abuse, is a major problem in Delaware, like it is throughout the whole country. It has been growing in severity. Some have reason to believe that maybe we are reaching a plateau.

We are putting our major emphasis in Delaware on education, in trying to teach young people and their parents the hazards of experimenting with these body pollutants. Secondly, we are working on the treatment program. The third priority is the law enforcement aspect.

Right now we have a major study underway involving many young people with the end idea of introducing within 2 weeks some State legislation for a marked increase in the funds for drug abuse control in our State, with primary emphasis on education.

We need to get to the young people in a way that they are receptive of the message of what the hazards are of using drugs. More importantly, we must give them other choices, so they can do things which are more exciting and rewarding to them than using drugs.

That is why vocational education, in my opinion, is so very, very important. Maybe a billion dollars coming out of this committee for upgrading our vocational education efforts in America would be the kind of thing which would have a big impact, or $2 billion.

It might have some big effect upon giving kids the opportunity to find a career choice that they want, so that they get the job satisfaction that you and I and the rest of us need. Then they wouldn't go out using drugs or committing crimes, because they would have the rewarding experience they are looking for.

Mr. **Peyser.** Would you say then that, if the Federal Government seriously entered into a drug abuse program, a development of a concerted effort with real money in the area of drug abuse, this would have a major impact on the relationship to juvenile delinquency problems that all the States are faced with?

Governor PETERSON. Yes, it would have a major impact. As I said, however, in my opinion, an approach to the drug program problem as well as to other juvenile delinquency problems, that I think has great primary benefit, is vocational education.

Our educational system has flopped in providing careers for the big bulk of the kids. We still try—I will put on my hat here as National Chairman of the Education Commission of the States. The 85 percent, as you know, of the jobs of America do not require a college education.

Yet parents and counselors and teachers keep pushing more and more kids on to college against their will. Half of them drop out before they get through college, many frustrated kids who haven't been able to find their goal, a career that they want.

Back at the schools, we have kids who want to get in very limited vocational programs standing in line and they can't get admitted to the courses. I have never heard of anybody standing in line to get into English or German or math. We always have courses available there.

Back where they want to get an occupation or vocation, however, they can't get it, because we haven't put up the resources to do it. Right now we are starting in Delaware a plan where every high school in Delaware is going to have a comprehensive occupational vocation course.

We put up the money to start this in a major way this coming September. Within 2 years we are going to complete it. We want every kid who leaves school to do so with a job offer or with an acceptance to another institution of learning. We want them to pick these careers, not have somebody else pick them for them.

I think that is one of the keys to this drug problem you mentioned, as well as to this whole juvenile delinquency thing. I challenge you and this committee to think big in that area of vocational education.

Mr. PUCINSKI. Thank you, sir.

Governor, no one has championed the cause of vocational education harder and stronger than members of this subcommittee. We were able to plow through a $500,000 appropriation for vocational education this year.

As you know, this committee has pressed very hard to turn the whole system around and give every youngster in this country a marketable skill.

I appreciate your candor before this committee this morning. I think you have been extremely helpful to us, in putting into sharp focus and perspective some of the changes that we ought to make in this bill.

I am reading from a statement made by Milton Rector, the executive director of the National Council on Crime and Delinquency, before the subcommittee investigation of juvenile delinquency, conducted by the Senate Judiciary Committee.

Mr. Rector says that delinquency prevention appears to enjoy the lowest priority in both LEAA and HEW; rather than wrestle with the thorny problem of prevention, they allocate most of their funds to plans for institutional treatment. Very few of the programs called "prevention" appear to have any promise.

It occurs to me that this committee has its work cut out for it. I am inclined to agree with you that the real problem is in prevention. Now, I know and you know, that for the next 10 years, LEAA funds are going to be going primarily to catching up on your rehabilitation needs.

The needs are so enormous in every community of this country that you are going to continue treating prevention as a stepchild. We need not argue this point because the record is right here.

The allocation is resources: Public education programs, 8.8 percent of LEAA funds; informal community reaction programs, 14.4 percent; community center treatment programs, 28.8 percent; institutionally centered treatment programs, 19.0 percent; prevention programs, 6.0 percent; staff development programs, 14.1 percent; drug linked programs, 8.9 percent.

Of the seven categories that I have mentioned, prevention is at the bottom of the totem pole. That is what it is going to be like for the next 10 years. Nobody is going to kid this member of Congress. I know the kind of pressures there are on you as the chief executive and administrator of LEAA.

It seems to me that this committee can make a huge contribution. Mr. Peyser asked about drug abuse. Mrs. Hicks raised a number of questions. Mr. Forsythe did. We had a group of children here yesterday, unrehearsed youngsters that walked in here to see how Congress functions.

We put them at the witness stand and asked them what they thought we ought to have in these programs to help deal with the problem of juvenile crime. The best testimony we have had so far came out of the lips of these young people who are on the firing line. They told us what they need.

I am convinced that what we ought to do with the juvenile prevention program is to make it an honest-to-goodness prevention program and let you fellows then struggle your way through the labyrinth of rehabilitation and let you worry about what you are going to do once this youngster gets in trouble.

Perhaps the schools can play a greater role in helping that kids not get in trouble in the first place. In other words, I hope that in the same case here that you have set as a goal here to reduce crime by 50 percent—and I commend you for that. I hope that we can put you out of business completely in LEAA in that same 10 years by just reducing crime before it gets started.

I think we can draft legislation along that line. Would you agree that that would be a better way to do this than the way that we perhaps are trying now? I commend you for your statement on proliferation of programs. I think you are absolutely right.

Governor **Peterson**. I agree that we should put more resources in LEAA to handle the treatment aspects of juvenile delinquency. We want to get that 6 percent up. That is the whole objective. We want some more resources to make that markedly more than 6 percent.

Then I think, for your committee to work on the prevention in the school system, fine. I commend you for your efforts in vocational education. I am just endorsing them and asking you to go further with more effort in that area. We need to do it at the State level as well. We are going to pour our resources into that area.

Mr. **Pucinski**. I can see the problem you have. You have a young man who has just committed a serious crime. He is a menace to the community. He is a menace to society. Your problem as a chief executive is to deal with that young man because he is there. He has committed the crime. You can't turn him back on the society.

The cost is $3,600 a year to keep him in an institution, so I can appreciate why you and your associates have to put your highest emphasis on where the fire is the strongest. I don't blame you, but it seems to me that, just as you are trying to turn the educational system around to put a new emphasis on career education, it seems to me this committee can make a serious contribution by turning the juvenile crime system around also, and by putting that $75 million strictly and exclusively into prevention.

Those little kids that sat here yesterday—if they could have just a fraction of that money for some of the programs that they suggested to us yesterday, we might be able to save you and your taxpayers a huge sum of money by never having these kids get into crime in the first place.

Governor PETERSON. May I correct one thing you said? The States do not put higher priority on the law enforcement and corrections than we do on prevention. We are putting priority on prevention.

All we are saying is that we encourage more effort in the Federal Government in that area. When it comes to LEAA's assignment, we think we should have more money for treatment.

Mr. PUCINSKI. My good Governor, I am not a betting man and I don't want to put you in a position to be a betting man, but I am willing to predict that, no matter how much money we put into LEAA, this ratio that I cited is not going to change appreciably.

You are going to continue pouring money into brick and mortar for institutions because that is what you need. You are going to continue pouring money into more staff, more policemen, more protective officers, more hardware, to deal with the problem as it is now.

For years we have been trying to get people to look at crime from a standpoint of prevention, but, because the problem is so big in terms of institutional correction rehabilitation, we have just never been able to get anybody to say: "All right. This problem is just going to have to work itself out. We are going to put all of our emphasis on prevention."

Now, I hope that maybe we can restructure this bill, if the committee is willing to go along, and for the first time specifically earmark money for one purpose and one purpose only: prevention, and let you fellows or LEAA handle everything else.

Governor PETERSON. Mr. Chairman, one more comment if you don't mind. I will take your bet to show you that we not only in the last 2 years—2,000 years I agree. But, for the last 2 years in Delaware, we have made a tremendous change in the very direction you are talking about.

We are making more this year and next year and the years after that. I will take your bet that we are going to have a high percentage of that money going into the treatment of delinquency.

Mr. PUCINSKI. Treatment, treatment; of course, you are going to be spending a lot of money on treatment. I am telling you that the real challenge to our society in the next 10 years, if you don't want it to destroy you, find ways of preventing this child from becoming a criminal, or, as Mr. Peyser says: "Of preventing him from becoming a dope addict."

Once this child has come in contact with juvenile justice, for all practical purposes, he is gone. As Miss Howard said here yesterday, a lady who has been working hard with young people, she said: "When they go into those institutions, they just learn a little better how to be better criminals."

Now, that is your job. I am trying to tell you that this committee has to come up with a program that is going to be designed exclusively for one purpose only: prevention. All the things you want to do: Do it under LEAA.

I think that what we ought to do here—and you made an excellent case and I really congratulate you for your excellent testimony, because you really opened my eyes to where the real need is, if we are going to have legislation.

For that reason, I am going to recommend to this committee that we put all of our emphasis on the prevention program.

Governor PETERSON. Good.

Mr. PUCINSKI. Thank you very much, Governor.

Governor PETERSON. Thank you.

Mr. PUCINSKI. Our next witness is Mr. Ollie Keller and Miss Roslyn McDonald. Why don't you come up together? All right? Miss McDonald, why don't you join Mr. Keller and then we can move along and perhaps elaborate on some of the things that we can talk about this morning.

Mr. Keller is the director of the division of youth services, Florida Department of Health and Rehabilitative Services. He is president of the National Association of State Juvenile Delinquency Program Administrators.

Miss Roslyn McDonald is the acting director of the division of youth, New York, and a member of the Executive Committee of the National Association of State Juvenile Delinquency Program Administrators.

I am very pleased to have you, Mr. Keller and Miss McDonald, with us this morning. You have heard the testimony of the Governor and heard the colloquy that we had with the Governor. I will be most anxious to get your reactions.

Mr. Keller, do you have a prepared statement?

Mr. KELLER. I do, Congressman, but I would prefer not to work from it now, because——

Mr. PUCINSKI. Proceed in any way you wish. When you are through, perhaps we can hear from Miss McDonald, and we can ask some questions. All right?

STATEMENT OF OLLIE J. KELLER, DIRECTOR, DIVISION OF YOUTH SERVICES, FLORIDA DEPARTMENT OF HEALTH AND REHABILITATIVE SERVICES; PRESIDENT, NATIONAL ASSOCIATION OF STATE JUVENILE DELINQUENCY PROGRAM ADMINISTRATORS: ACCOMPANIED BY MISS ROSLYN McDONALD, ACTING DIRECTOR, DIVISION OF YOUTH, NEW YORK; MEMBER, EXECUTIVE COMMITTEE OF THE NATIONAL ASSOCIATION OF STATE JUVENILE DELINQUENCY PROGRAM ADMINISTRATORS

Mr. KELLER. We are so excited and pleased with what you are saying and with what Mrs. Hicks is saying about the possible new role of the Juvenile Delinquency Act. It truly seems as if the ESP waves have been working between you Congressmen, your members of this committee, and the National Association of State Juvenile Delinquency Program Administrators.

Mr. Pucinski, I would like to say, as we begin, that, as a former resident of Illinois and former chairman of the Illinois Youth Commission, I have known about your championship of young people in trouble for years.

Ros McDonald and I have been looking at each other as you have been talking and as Mrs. Hicks has made her comments, particularly this morning, about the renewal of the Juvenile Delinquency Act. If I may, I would like to just run through some things with you.

Our organization, of course, consists of people that are in charge of State systems of reform schools and forestry camps, half-way houses, parole services, and many of these State programs have delinquency prevention components which are never funded. I mean, they are in the act and people talk about prevention, as you have indicated, but when the cornucopia comes down to the end, what money is available goes to institutional care. Almost nothing is ever available for delinquency prevention.

This association, which is made up of the person in each State that has this responsibility, has been a champion of the Office of Juvenile Delinquency, or, as it is now called, the Youth Development Prevention Delinquency Administration, even since the 1968 bill was passed.

We have been asking each time for full funding of the JD Act. We have asked, as you know, Congressman, for a couple of changes in the act which we think would improve it. One change would be that, if a State plan to prevent and control delinquency is submitted, the State agencies would not be excluded from such a plan, because, obviously, a great deal of this work does lie in our bailiwick.

We would also ask that, if local people wish to produce a good project, there not necessarily be a mandatory buy-in, because sometimes State legislators don't make those funds available.

Those were a couple of changes that we felt would improve the bill. Well, for a number of reasons there never has been full funding of the Juvenile Delinquency Act, and I won't go into the reasons why. You have already expressed your views, I think, very well this morning.

I think a year ago Health, Education, and Welfare and our association were on a similar track with regard to thinking. We were both calling for major action moneys to correct conditions in the delinquency field.

Now there has been a change within HEW. The Youth Development Delinquency Program Administration is no longer thinking as we are. They are talking about—They made a program adjustment, and they are talking about something rather different than we are.

We are still calling for action funds, and we think that they are making a serious error in having changed the tone that existed a year ago. Let me just say, if I may, with respect to LEAA, that in all fairness just from practical experience in the field, although we originally thought of LEAA as being law enforcement oriented, we are discovering that they do mean to do something with respect to the treatment of juvenile delinquents, rehabilitation of juvenile delinquents.

This is obvious in the public statements of Mr. Veldey, and it is apparent also in the amendments to the Omnibus Crime Bill, which the President signed in January. I am also discovering in our own State planning agency a progressive point of view, and I have got the figures here to document the fact that, as far as what we think of as progressive—progression for young people are concerned, they are doing something. They are not just thinking in terms of police hardware.

Speaking for a majority of the Executive Committee of our organization, because our total Association hasn't met since last May—We have had some meetings of the Executive Committee—what we would like to recommend to this committee is a couple of things.

We would recommend that major action funds be made available by Congress both to LEAA and to HEW's Youth Development and Delinquency Prevention Administration, but—and this is what pleased us so much about what you were saying—we recommend that there be a very clear differentiation of roles between the LEAA involvement in delinquency and Youth Development and Delinquency Prevention.

We are saying that, in HEW's huge family, there is a lot of work that needs to be done. There is the Office of Education, which is connected with the schools of our land. We know, as delinquency administrators, that so many young people are coming into correctional institutions who are school failures.

We are saying that many school administrators in our country are not aware of the role that they play in the creation of juvenile delinquency. We would suggest, for example, that the committee pay heed to the White House Conference for Children, which took place in December.

I was fortunate enough to be vice-chairman of Forum 23, Children in Trouble. One of the major recommendations made by that Forum—and in the Forum, by the way, were many, many young people, delinquents that were brought in to take part in the program was that definite emphasis must be given to changes, improvements, in our public schools, and in doing some new things in our school systems throughout the country to help kids who are headed for trouble.

For example, I am sure that my experience both in Illinois and in Florida is not unique. Almost without exception, juvenile delinquents are school failures. They are anywhere from 3 to 6 years behind where they should be. They are alienated, frustrated, hostile, discouraged kids who have gotten to the point where they have given up.

We are offering now in Florida and in other States hurry-up compensatory education programs in these correctional institutions to try to make up for years of neglect. It is an awesome job, because we only have these young people for 6 to 9 months, and most correctional school educational programs are horrible, worse than they failed in in the public schools.

What we are trying to do, I think, in progressive systems is to give kids truly the kind of educational experience that will let them make up the lost time, but it should have happened earlier. It should have happened way back.

Again, I would like to say I don't think the public schools generally realize how important they are in the creation of delinquents. Now, we would recommend to the committee exactly what you have already said, that the Youth Development and Delinquency Prevention Administration work with the schools of our land and work with the Office of Education to make them realize that suspensions and expulsions and corporal punishment which many school administrators are calling for is not the answer.

What is the answer is a program or programs that meet the needs of these children. Nobody wants to be a delinquent. Nobody wants to be a misfit. Nobody wants to be a dropout from American society. You don't choose this route. There are all sorts of things that should be happening in the schools of our land that aren't happening.

You can help bring it about: tutorial programs, compensatory programs, involvement of volunteers on a one-to-one basis with young people to let them know that people do care about them, that they can succeed in school, that they can get the help they need from interested people.

We suggest that Youth Development and Delinquency Prevention serve as a gadfly to the Office of Education and to the schools of our land to bring about some changes in the schools. Mr. Chairman, one thing that worries me is your comment that possibly this responsibility was to be placed completely, let us say, on the shoulders of the public schools themselves.

We think—possibly we are wrong, but we think we know a good bit about kids as problems. We think we know how we can help the schools to solve problems that they either don't recognize or they throw up their hands, not knowing how to cope with it. They are asking for police to come into the schools. We are saying something different can be done.

We would ask that major action grants be made available to State correctional programs that have a delinquency prevention component to them, and that, where we can prove that we are truly, we think, progressive in what we would like to do to keep kids out of difficulty.

Congressman, let me say that one of the reasons that the money that has been available so far has gone to treatment is purely because it isn't that we don't recognize prevention, but when correctional programs have been as horrible as they have been and money is made available, it is my responsibility as the administrator in either Illinois or Florida to take care of the children that I now have.

I can't let them continue in these really terrible programs. I must have more staff. I must offer them a program in training schools that at least will try to do something to get them back into normal life.

That is why the money that you have made available has not been going to prevention. I must take care of the child that I presently see in these institutions that I operate. We know we can help the schools. I am sorry that Mr. Forsythe has gone, for this reason: In his State in 1950 one of the most dynamic programs to help young people in difficulty developed at Highfield, the old Lindbergh estate, near Hopewell.

When people say that correctional administrations close their eyes to pilot projects and don't realize that progress is being made, they are wrong, because what happened in New Jersey at Highfield through this reality group approach, where delinquent kids help one another to face problems, has been adopted on a most major scale in New York, as my friend to the left of me can tell you.

It is our philosophy of treating kids in Florida, where we involve young people in treatment programs, where they do make responsible decisions about themselves and about their lives. It is going along in California. It is going on in Minnesota. It is changing the tone of traditional correctional institutions. They are not the same places.

If people say that this approach doesn't pay off, they are wrong. If you let young people be involved in this decisionmaking, Congressman, you will find that your run-aways go down, your sex attacks diminish, the vandalism in State institutions decreases, and a completely different atmosphere can take place.

We know we can help the schools. There are things that we are doing in training schools that have nothing but delinquent populations, presumably the worst kids in the State. Now, if these kids are getting better in some of our correctional institutions, it can work in the public schools or in any schools throughout our land.

Now, the second major recommendation we would make, because you have already made it yourself, is the business of working with the schools. We would say that Youth Development and Delinquency Administration again working in-house within the huge HEW family could keep young people from going into correctional systems that should never, ever be in those correctional systems.

I am talking about retarded children. They come into reform schools because there is no place in a retardation center. I am talking about mentally ill kids, who are held in detention centers and sent to training schools.

I am talking about all these dependent and neglected adolescents who act out in someone's foster house, and the foster parents say: "Get him out of here," and the juvenile courts will support me in this.

Those older children who are not delinquent are going to juvenile detention centers of the counties and they are going to State training schools, not because they are delinquent, but because who else is going to deal with the problem.

Runaways are going to State training schools for delinquents. They are running away often from hideous family situations; pregnant girls are going to training schools for delinquents. The Office of Youth Development and Delinquency Prevention could make a major change in-house in HEW, if it would tackle not only the role of the schools and delinquency creation, but in filling in the chinks and in keeping kids from falling through the slat, the kids that nobody knows what to do with, so where do they go: a training school for delinquent children.

In summary, and echoing your own words, Mr. Chairman, we think the Juvenile Delinquency Act could be one great bill. I think it ought to be revamped. We would like to help you make some changes in it, if you please. We would hope that you would allow State correctional agencies to receive some of the fundings from the JD Act.

We would urge that there be a new role for the Office of Youth Development and Delinquency Prevention. Let me just close with this thing. Don't let anybody tell you committee members that the money that has been made available from LEAA and from the Juvenile Delinquency Act is being wasted, thrown away in foolish programs.

In the first place, you cannot tell yet, because the Omnibus Crime Bill, the Juvenile Delinquency Act were only passed in 1968. Congressman Pucinski, you have made it clear today what we felt: that there was a great snafu. There wasn't any leadership in that office, and at HEW for some time there were no guidelines. When the money did come out, it was pitifully small.

By the way, in Florida we took the $50,000 that we got. We didn't take it and put it in the State agency at all. We passed it immediately to the communities, and it has been used to really help children. We have got young boys in St. Petersburg on boats, learning how to be junior sailors, in a special educational program.

We have got youngsters in Dade County who are in a special nonresidential program, like the New Jersey Essexfield program where delinquent kids live at home, but they come to a center for special schooling, for special group programs.

The money has not been wasted. There are a lot of good things that are taking place. You can't say it has been wasted to me, because the data isn't available. The guidelines and the data have never been made clear. You simply can't say whether or not programs are or are not producing.

We think—and I am speaking now for the Association of Delinquency Program Administrators—that Congress did a great thing 3 years ago, when it made major funds available for the very first time, both through the Omnibus Crime Bill and through the Juvenile Delinquency Act.

We hope that the spigot isn't going to be turned off in HEW. We hope that a very definite role will be given to Youth Development and Delinquency Prevention Administration to do some real important things that ought to be done in our schools to keep children that never should be in a State training school for delinquents from getting there.

Studies and research are needed, but they should be part of every project. We don't want to stop now. Things need to be done now.

Thank you much.

Mr. PUCINSKI. Thank you very much, Mr. Keller. I am very pleased to have Miss Roslyn McDonald with us here today, acting director of the division of youth in New York.

I am sure both Mrs. Chisholm and Mr. Peyser are pleased to have her here before the committee.

Do you wish to say anything?

Mrs. CHISHOLM. No; I am going to get my bearings first.

Mr. PUCINSKI. Miss McDonald, if you care to proceed in your own manner, perhaps with a brief opening statement, and then we can bring up some questions. There are quite a few questions I am sure the committee members will have on some of the challenges that Mr. Keller has had here.

Why don't you proceed in any manner you wish. Do you have a prepared statement?

Miss MCDONALD. No. I think it must be obvious that it is an interesting experience to come to testify where your purpose is to interpret and to persuade, and end up finding that the committee has the same point of view. Obviously, my remarks are simply a reinforcement.

As I thought about presenting material today, as head of a youth agency, I thought: What was the best frame of reference? I would say the key was: If we are talking about planning for the future, solving problems, it is too late to continue to talk about goals, that the thrust for the seventies has to be action.

If we are talking about a strategy for change and a strategy for action, I don't think we can overlook another thing that's involved here. What makes sense to the young? We constantly say that we want young people to work within the system.

Unfortunately, most of us put a period at the end of that sentence, but there is something that is missing there. Young people will not work within a system that has no logic and has no reality, so, when Ollie has been talking about it, the fact that LEAA should focus on all processes that begin with the juvenile justice system, there on in or up or down, and that HEW needs a powerful reinforcement by funding youth development and delinquency prevention programs, we heartily endorse this, because we think it is the only thing that would make sense also to the young.

If one stops to think about it, a young person can be a person aged 7 and can be in a training school. If LEAA is involved in the continuum, the total continuum of services for delinquency, it means technically that a 7-year-old is under the auspices and jurisdiction of the Department of Justice.

There is no logic to this. Now, what we have projected—and I can simply say that it is a model that works in New York—is that HEW take the responsibility, coupled with the funding that is necessary to implement action programs of all early detection intervention programs.

What is the logic of this? In contrast, I guess, to you, Mr. Chairman, I do think that there is an awful lot of research that has established many things that we ignore. For instance, there is much research that is related to nutritional deprivation, as it is related to cognitive development, but we continue to slash welfare budgets.

I wouldn't, in contrast to you, throw out all the research but I think that we bury our heads when we don't want to see certain kinds of things. Now, why LEAA—and when Mr. Keller was talking about the family, just because traditionally—and it was a model in our society that did work when we were functionally oriented, but that model seems archaic when you think about young people, because you have to think about them as a whole, not that they need their teeth fixed, that they need to read, et cetera.

Now, it might mean some reordering and breaking down. Let us be blunt: Breaking down professional jealousies, power structures, et cetera. We all have to ask one question: Do we want to get the job done or don't we? Then in that sense we have to take the responsibility based on our answer.

Just so this is then a further substantiation of why we see a very clear-cut. It would avoid duplication. It would avoid communication problems. It would enable—it would expedite flow back and forth of money, et cetera, to have that kind of strict down the middle in division in terms of this whole problem.

Now, a little documentation based on what is going on in New York state. New York State Division for Youth is an experimental agency. It is now 10 years old, and we now have research on it. We would say that, based on the research—There are recidivism studies—a couple of things.

There are many myths about delinquents. Our research indicates that the greatest predictors of recidivism is the correctional history of the young person. In contradistinction to what I think many people in this room would feel. For instance, we do not see as a predictor in this analysis of recidivism the last grade completed, reading level, work history, presence or absence of mother and father, presence or absence of welfare assistance.

What we see as predictive is how many times they have been arrested before they have come? How long have they been in training schools of other correctional institutions? Did they commit their crime together or separate with others? In other words, the crime history being predicted.

Now, it is based on these kinds of findings that we decided we would move in developing new models, a nonresidential model, not a residential model. Let me simply make a comment about research, because I think that one of the things that maybe is not always clearly understood about research is that researchers get corrupted by administrators, and therefore, do what administrators want them to say.

If you are doing research to measure effect and if you are doing research that uses behavioral indicators, you are going to get failure. You can't help yourself. Nobody wants to own up to this. What I am saying is that it is time to own up to it.

I would agree. Throw out all research that does not use behavioral indicators. For instance, much research is done on attitude. Did you like a program or did you not? This doesn't help us to change anything. If he liked it and still can't hold a job, there is no payoff on our investment.

Let me simply say, based on this data and the fact that we run small, open facilities, the largest facility we have is a 60-bed unit. That 60-bed unit is broken down into teams of 12. Two 7-bed units, many community-based programs. You heard earlier about higher recidivism rates. I would like to share with you that our findings indicate using as a criterion return to State correctional institutions that our followup studies indicate that, after 2 years of risk, 9 percent, using a sample of 3,000, of our youths returned to State correctional institutions. Only 9 percent, 2 years at risk.

Based on that finding, it would seem that no training school should be built in this country during this decade. At the rate that they are being built—let me give you just another example of our conviction about small centers as it is related to recidivism rates.

We have demonstrated the general argument for training schools is the size in order to meet the need. What we have demonstrated is that between 12 and 18 months through renting of apartments or houses in communities, we can get 350 beds. Remember the time period, maintaining small units; it takes 2 to 3 years to build a mass congregate training school to house 350, so that the argument given that we have to have large facilities because of the need really is not substantiated, if one really is willing to get through the red tape.

I think that in summary it is too late to continue to talk about goals. I think, as Ollie said, we have loads of data. HEW itself has a very fine book called "Perspectives on Human Deprivation", which documents really what happens to young people when they have biological, psychological, and sociological deprivation.

Let us put these facts to work and get on with the job.

Thank you.

Mrs. **Hicks.** I was interested in the fact that you felt that some of this money, Mr. Keller, should be used possibly for school dropout programs. I was wondering if you had had any such programs, if you had instituted such programs.

Mr. **Keller.** Yes, Mrs. Hicks. There are a number of these programs that are going on. For example, in Hillsbrook County, Tampa, Fla., they are presently using LEAA funds, interestingly enough, to try to assist children in the public schools of Tampa to detect the problem signs and to do something in the schools of Tampa to keep the young people from dropping out.

I think really there are many, many Federal sources of money within HEW—I mean, within the Office of Education; for example, the title I funds are very important funds. There are other educational moneys that are available, but I think that if the office of youth development and delinquency prevention would aim its thrust at really turning loose those moneys for delinquency prevention programs in the schools, such as doing something to really deter dropouts, that would be a major—hopefully, a very successful thing that youth development could be doing.

One of the things we are urging, of course, is that we are saying we think correctional administrators have something to offer to the schools. If the schools had been able to solve their own problems, probably we wouldn't have any delinquents. I mean, that is too big a statement, but so many of the young people that are in correctional institutions are a compound of family unhappiness and in-school failure. Then they gradually become more and more alienated.

Mrs. **Hicks.** Then I understand from the testimony of both of you that you feel that there should be a division in the spending of these funds, or even in the bills themselves, that you agree with the chairman that the JD bill should be strictly a preventive bill, and the money should be used strictly for the prevention of delinquency, and possibly the LEAA funds should be used for the rehabilitation of people who have already been in touch with the law, that have been declared, so to speak, as criminals, and in their rehabilitation, so that they wouldn't be repeaters.

Is this what you are telling us?

Mr. **Keller.** That is what we are saying. That is why we like so much what you have already said, even before we took the stand today.

Mrs. Hicks. Thank you very much, Mr. Chairman.

Mr. **Pucinski.** Mr. Peyser?

Mr. **Peyser.** Thank you, Mr. Chairman.

One of the problems that we have—the complaint that the Governor made before and, I think, the chairman has also concurred with—is this multiplicity of programs that are aimed at fringes of this total picture.

I am just wondering if it wouldn't be a solution if the Federal Government were to outline the guidelines and then say to each State on a formula basis: "All right. Here is $50 million"—just as a figure—"for the State of New York to use in areas of juvenile problems with no reduction in your State allocation that presently exists."

Would you be better off receiving $50 million with those directions and let the State of New York or the State of Florida act within that scope, having that money, than have the Federal Government lay down and keep the control based on your applications and various programs?

I am trying to find out: Would you rather have the money with the general guideline and say: "There it is. Now, you handle it," or would you rather have the Federal Government do it?

Mr. **Keller**. Who would you like to have answer that, Congressman?

Mr. **Peyser**. Both.

Mr. **Keller**. Well, since I am—I have grabbed the floor, so to speak, I would prefer that the money be made available under general guidelines to the States, but again insist that evaluation of these projects be done. If the States don't produce, then lower the boom on them.

I would definitely—I wouldn't give them carte blanche. I guess what we are saying is that I think there is some excellent thinking that is going on at the State level. People are wrestling with problems at that level and would like to implement programs if action funds were available.

I think that you should demand performance.

Miss **McDonald**. I would essentially agree with just some additional comments. One, I do think we need to make some connections. If we talk about it being one of our American values that occupational mobility, which oftens leads to residential mobility, I think we do not need to think of ourselves as one Nation.

As such, then, I think that guidelines need to be established at the Federal level, with very specific guidelines. In other words, to say, that a program needs to be evaluated seems to me insufficient. To say that a program needs to be evaluated with behavioral indicators gets closer to what you are really talking about.

You want evaluation to see if investment is paying off. Well, the point that I made before, if you simply ask people: Did this help? Did you learn something? and they say: "Yes", but you have no behavioral indicators like they have gone back to school or they have a job or they have a friend or they are not in debt or they are not gambling or they are not alcoholic or whatever, I don't think we can be shortsighted, and reduce, let us say, recidivism, but increase the statistics in mental hospitals.

I mean, this is not solving the problem. We need specific guidelines and then a monitoring accountability system set up. In other words, if money is invested and the product doesn't sell, then it seems to me the States have to be accountable. Why not?

Mr. **Peyser**. I agree with that concept. The thing that as I say is increasingly disturbing me at a Federal level is the programs that we establish, not only as guidelines but then keep the control on the moneys, and it gets, after the applications and studies and back and forth, finally drifts down to the States, generally too late and generally too little for the planning that the States had already made.

In other words, I am really very interested in seeing a turn in Federal Government concept that is going to say: "These are the guidelines in this particular problem. We are going to obviously have oversight of seeing what is happening within your area, but here is the bulk of the money for that year, if you will, that is available from the Federal Government."

Hopefully, if it could come about, this would produce action money or action funds that would put the money right where the problem is, and let the people who are living in that problem and working at it do something about it, rather than to be back and forth in a continual effort.

It is really my only thought. I assume that you would basically accept this, from what you say, as an improvement over your present type of program.

Mr. **Keller**. I would.

Miss **McDonald**. I think often it helps to give specific examples. For instance, a proposal is suggested for something like $300,000 to teach correctional officers in prison Spanish. Now, I see this proposal and I raise the question: Why don't we use the $300,000 to teach the people in jail English, since, when they come out of jail, they have to speak English?

I mean, it seems like a reversal of priorities, but the vote went to support that project. This seems really not very logical.

Mr. **Peyser**. I would rather leave those decisions at the local level for you to decide.

Miss **McDonald**. I say the decision went the other way, so how do we get some muscle into reinforcing in terms of what our priorities are? We need muscle to reinforce.

Mr. **Peyser**. Those problems exist at the Federal level, too; the same kind of questions on priorities.

Thank you, Mr. Chairman.

Miss **McDonald**. All we are saying is that we need to solve them.

Mr. **Pucinski**. Mrs. Chisholm?

Mrs. **Chisholm**. I have several questions. Practically everyone is talking about money. Everybody knows that money is needed very vitally in terms of the many programs that we want to project and desire to project for our citizens.

I think one of the things that we constantly overlook, however, is that money is not the answer to many of the problems that confront us, because we can put money and more money and more money into many situations, only to find at the end of the given time, when you evaluate said programs, you find that programs have not really been beneficial.

I think the time has come when we have got to stop and be very objective about analyzing new types of approaches and new types of solutions of problems that keep confronting us in our society, even when we do put more money into the programs.

I was very much interested in something you said, because it points out a great deal of my own thinking when I was in the education field. That is, we fail, I think, to focus on the total individual child. We fail to realize that the child or young person is a composite of emotional needs, physical needs, psychological needs, that have to be met.

In terms of the fragmentation of the services and programs that we have, we never really get this entire child together. We must realize, therefore, that the child is a composite of all of these needs. There is a necessity for the development of real human-to-human relationships, which can only come about and help that child in his totality in a smaller kind of setting, the kind of setting that you were speaking about, where you do not need to have these massive, beautiful, concrete structures. After a while one begins to see an impersonalization and the failure to really solve some of the problems that these children bring into this total massive structure.

We forget over and over again that the child, the young person, is a composite of all of these needs. Further, I really feel also that there is always a fight going on between those of the preventive programs and rehabilitation programs, when funds are handed down.

So much money is spent or the focus seems to be more on the rehabilitative efforts in our society. We don't do enough, I think, on the preventive side. I think much of this is due to the fact that we do not set up the kinds of programs where we will not have to think in terms of, a little bit later, tremendous budgets for the purpose of rehabilitation.

I feel that, before any more money is placed in any of these programs, we need to really sit down very carefully, restructure, rewrite, reevaluate, before we continue just to put funds in programs, only to find that when we do use some kind of a criterion to measure what has been the effect we come back here the next few years again and say: "Well, we put all the money in the program, but the program is not working. What happened? Whose fault is it?" We have got to begin to lay the blame someplace, and we have got to begin to evaluate.

The concept of placing groups of young people in familiar kinds of settings, I think, is the thing that we are going to have to look at and study in terms of what is happening in our Nation today with our young people.

I was very much interested in your idea, this whole question of smaller community groups. Coming from New York State, New York City, and watching what has gone on there for the last 20 years in terms of money that has been invested in institutions, expansion of institutions, and going back and looking at the books and the records and seeing what has happened, I have become somewhat pessimistic in terms of the fact that new approaches have to be made for the same problems that keep confronting us and has absolutely nothing to do with the money.

It is true that money is needed for everything. You can't believe that, but we keep putting money into things without really studying and analyzing whether or not the time has come for a new approach.

Mr. PUCINSKI. Comments?

Miss McDONALD. It reminds me of how I started. The hope is in, I think, the young who have not gotten caught up in some of the things that I think some of us have gotten caught up in. This is why I think trying to get at programs that really make sense do not have to be justified. It can be explained, but not justified.

We bring to Government young talent and, in this way, we need to begin. Of course, the other problems, obviously, is—and I don't know how to solve this, but it is: What has happened to the work ethic in our Nation?

With monumental problems and work ethic essentially changing from job satisfaction to job benefit, this is a knotty problem that needs, I think, attack on all levels in all segments, but it does interfere with getting the job done.

Mr. **Pucinski.** Mr. Veysey.

Mr. **Veysey.** Thank you, Mr. Chairman.

Miss McDonald, you got my attention a couple of times with the statement that this is no time to be talking about goals. You want action now. I think that what you were saying is: We need action now. I suppose that can be translated into: Send money or some such equivalent. I am wondering—let me just throw out this premise and then you might want to react to it. I am wondering if the fact that young people often don't see that they can work within the system isn't a result of failure to be harmonized with our concept of the goals.

Maybe we had better be talking about goals, not only now, but continuously. I conceive that maybe our goals will shift and change over time, and should change, and that maybe we ought to have a continuing reexamination of goals rather than to close that door and say:

> No, we don't know what we are going to do, but we are going to act and not think about goals.

Would you like to react to that?

Miss **McDonald.** Yes. I can understand. When I speak about goals, I guess I do differentiate it from establishing priorities. It is in establishing priorities that the money is needed. What I mean by a goal is we say that every child should know how to read. We say that every child should have decent food. We say that every child should have good medical care.

Mr. **Veysey.** Are these goals or objectives?

Miss **McDonald.** I would say that these are goals to attain these things, but nobody dares say which is more important and I have taken very basic ones, and I really should take the ones that are related to survival, and separate those from something else.

Based on this, then, we have an absence of establishing priorities. One has to really risk when one takes a stand as to what is a priority. Most of us are not prepared to risk and say:

> We think it is more important to invest money in prevention than in TV surveillance of blocks in inner city areas.

Nobody dares say it. I mean, a few people, but not enough to change policy.

Do you see now what I mean by goals versus priorities and priorities related to action?

Mr. **Veysey.** In fact, we are making decisions. By not making decisions, decisions are made by default as to priorities, aren't they? Money gets sent one place or another or doesn't get sent at all.

Miss **McDonald.** That is right, but I would see the role of the Federal Government taking leadership in terms of priorities; although there is diversity in our country, there are certain things that all of us share in common and need, certainly in the youth field, and that is what I'm talking about.

Mr. **Veysey.** But don't you think this has got to be a continuing type of a reevaluation and a relooking, rethinking through these priorities or these goals or these objectives or whatever you want to call them?

Miss **McDonald.** Not at the moment. If we get some of the work done, we might need to reevaluate.

Mr. **Veysey.** I guess we are not all in agreement as to what these are, so how are we going to leap until we do come to that agreement?

Miss McDonald. What I am suggesting is another possibility of Federal leadership on this. This is what I meant before when Mr. Peyser talked about what guidelines from the government, and I was saying very specific ones.

Mr. Veysey. Isn't Federal leadership likely to point in those directions, after the question of goals and priorities has been resolved? We do flutter around, I will grant you. We do act on whim or impulse or something. We throw out, as Mrs. Chisholm has indicated, a large sum of money, hopefully in one direction, and maybe it doesn't produce any results. Then we try it in some other way.

We really don't very consistently come to agreement as to what those goals and objectives are. Is that part of our problem?

Miss McDonald. Oh, yes. What I am saying is that as long as that is a part of our problem then it seems to me we can't really make major indentations in our social and economic problems. Now, it seems to me that that leadership needs to be State and Federal.

All I am really—for instance, the example I gave: Do we invest money in TV surveillance of one block versus investment of—and this is delinquency money by the way—versus a detached worker? Now, I do think that—I don't know, but I think that that is a very clear difference in priorities.

Mr. Veysey. Certainly.

Miss McDonald. But you have a different value frame of reference. So do some decisionmakers. I think it is the point that has been made here earlier. Certainly they see it is more important to spend money on TV equipment to try to survey a block and pick up holdup people that way than to use the money to organize the young delinquents in that area to do some kind of constructive activity, which includes work or leisure time or whatever else.

Mr. Veysey. Both you and Mr. Keller touched on the evaluation of the effectiveness of some of these programs and the expenditures that go with them. I feel that we have been pretty remiss in this area, and I would like to see something more specific done.

What would you think about including in some of this legislation a good deal of latitude for local people to use their money where they see the needs to be, but with Federal requirements that a certain small amount be set aside for evaluation, independent evaluation of the results of the programs, with some consideration being given to the criteria for the evaluation at the time that the project is established, with a required reporting back of the results of the evaluation and some sort of indicated direction that the money ought to flow to those projects that do in fact show, by evaluation, to have been successful and be pinched back on those that show to have been failures?

What would you think about that sort of a concept?

Mr. Keller. I like the concept.

Miss McDonald. I would say a couple of things on it. No. 1, if there is not—if a project demonstrates that it is not successful, that there is not an automatic cutting-off of funding, because, unless you have that, you will have manipulation of figures to bring success. You just will, unless you really have an excellent methodologist to evaluate the methodology of how the findings were achieved, or you will get manipulation of figures.

Mr. Veysey. Right. I agree you can.

Miss McDonald. There what would be happening is that you would be investing in things that show success, but are not neccessarily successful.

Mr. Veysey. Well now, I stressed the term "independent" in terms of the evaluation. I don't know whether that really means anything or not, but hopefully——

Miss McDonald. What it means is that everybody has their own conscience.

Mr. Veysey. Well, the people that are involved in the program, obviously, have a stake in it and in its success, and they are going to try to make it show success. As you point out, if it doesn't, they are going to make the figures or the evaluation show up in some way successful.

I guess the best we could hope for would be to go to some independent and presumably well-qualified person or agency to do the evaluation. Hopefully, he won't be contaminated or tainted, as you have pointed out, by a commitment either for or against the project. Can that work?

Miss McDonald. Well, what I am saying is that, in the end, it comes down to individual integrity. There is not an A/B relationship between independent research versus nonindependent research. I think that I would agree that maybe the guidelines should specify that it be behavioral indicators.

In other words, if it is investment in a job, it is not only: Did someone obtain a job?, but did he also maintain it and for how long and was there job mobility and what kind of job and did he go from occupational field to occupational field?

I mean, there are certain kinds of concrete—well, that can all be substantiated by actual records, so that I think it can be gotten around that way by being that specific.

Mr. Veysey. I like your emphasis on the behavioral criteria or objectives, because I think they really can be pinned down. I don't know that they will necessarily tell the complete story, but at least I think a very major part of it.

Miss McDonald. Surely.

Mr. Keller. Congressman, I think that Ros McDonald's comment about the research being either, say, outside the agency that is doing the program or part of the agency is important, because you can have a research or evaluation component which is part of an agency, which is a genuine research organization.

For example, Miss McDonald did head, before her present position, the research component of the New York Division for Youth. It is a highly esteemed research outfit. It is not a public relations outfit. I guess I would support the idea that it is possible within agencies that are administering programs to have genuine research.

They can certainly make their proposals and their findings available to others who, on a very short notice, can ascertain whether or not it is a phony study and phony results or not.

Mr. Pucinski. Mr. Keller and Miss McDonald, if you have no objection, I am going to take you up on your proposal and offer to help restructure this legislation, to put a greater emphasis on prevention.

As I look at the goals and subsequent actions of the Congress in setting up the Safe Streets Act and I look at the disposition of funds both by HEW and LEAA, it is quite clear to me that the bill, in its present form, not only tries to do too much, but tries to perhaps do some work that is already being done by others.

That would be an unnecessary duplication of effort. In HEW the disposition of funds under the JD Act—I had earlier cited the breakdown of LEAA funds and showed only 6 percent was being used for prevention programs.

In looking at the figures for the same programs under the JD Act, as enunciated by HEW, the track record is even worse on prevention. I find that the HEW, under this Act, spent 9.4 percent for public education programs, 9.4 for informal community action programs, 23.5 for community centered treatment programs, 5.8 for institutionally centered treatment programs, 1 percent for prevention programs, 12.9 for staff development, 2.9 for drug-related programs, 35.1 for planning programs.

Now, perhaps that planning is high because it is the first year program, but even so we will find that both the JD Act and the Safe Streets Act in prevention, those programs that would keep a youngster from getting into trouble in the first place, those programs designed to keep that youngster from getting into the situation where he has to become involved with juvenile justice, get the lowest priority in both the HEW and LEAA.

It occurs to me from the hearings that we have had here that we can make a great contribution by specifically directing that the JD program address itself with $75 million to preventive programs.

If you had been here yesterday and heard these young people tell us what they thought they need to deal with juvenile delinquency prevention, it would be very clear that we do need an emphasis on prevention.

Now, we will let the LEAA people and Justice handle the problem of what to do with those who get into trouble. I think though, as has been said earlier, the educational facilities that should—there should be a greater coordination with all levels in making sure that this youngster does not get into trouble.

This involves housing. This involves a lot of things. I would like to see us try at least to restructure this bill to make it a really meaningful Juvenile Delinquency Prevention Act, where its main purpose and sole purpose would be prevention.

The rehabilitation, the control, all the other things, obviously, are going to be done by Safe Streets. Perhaps there is a good argument that they ought to handle that whole operation, so I will accept your kind invitation to work with our committee counsel, Mr. Jennings, in trying to make some suggestions that may help.

It may be necessary to recall you to explain some of the suggestions that were subsequently made, but my own judgment is that that is the way we ought to go. Everybody talks about juvenile crime, but it is quite obvious, as the Governor said and as you said here, Miss McDonald, and as others have said, that there is such an intense struggle for the dollar that, when you do get funding, invariably it goes to rehabilitation and all of the programs that deal with the youngster once he has gotten into trouble.

Nobody is really concentrating on making sure or at least helping that youngster not get into trouble in the first place. I think that we can save billions of dollars of the taxpayers of this country by zeroing in on the effective prevention program.

As I said to the Governor a little while ago, if I am right, we will have LEAA substantially out of business by the end of this decade. If I am wrong, they are going to need an enormously larger amount of money than they are getting now.

Mr. Biaggi, do you have anything?

Mr. BIAGGI. No questions.

Mr. PUCINSKI. Anybody else?

(No response.)

Mr. PUCINSKI. We are very grateful to both of you for your contribution. We will be looking forward to your suggestions. Thank you very much.

(Whereupon, at 11:50 a.m., the General Subcommittee on Education recessed.)

(The following material was submitted for the record.)

NATIONAL LEAGUE OF CITIES AND
U.S. CONFERENCE OF MAYORS,
Washington, D.C., April 7, 1971.

Hon. ROMAN C. PUCINSKI,
U.S. House of Representatives, Rayburn House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PUCINSKI: The National League of Cities and the U.S. Conference of Mayors are deeply concerned with the operation of Federal programs providing assistance to local efforts to prevent and control juvenile delinquency. We understand that you are considering revisions and extensions of Federal juvenile delinquency programs. Attached is a statement of the views of the National League of Cities and the U.S. Conference of Mayors on present Federal juvenile delinquency programs including suggested changes we believe necessary to make the Federal effort more effective. We hope that you will favorably consider our suggestions in your review of the legislation.

Sincerely,

SAMUEL V. MERRICK,
Director, Congressional Relations.

Attachment.

STATEMENT ON BEHALF OF THE NATIONAL LEAGUE OF CITIES AND THE U.S. CONFERENCE OF MAYORS

The prevention and control of juvenile delinquency and youth crime is an issue of major concern to the nation's cities. Statistics presented in the reports of the National Commission on the Causes and Prevention of Violence and more recent updates on juvenile and youth crime by the Federal Bureau of Investigation and the Law Enforcement Assistance Administration demonstrate that juvenile delinquency and youth crime is a principal and rapidly growing element of today's crime problem both in the central cities and their surrounding suburbs. Nearly all major cities have programs of one sort or another specifically designed for the prevention and control of juvenile delinquency. Most cities would like to expand their programs in these areas, but their ability to do so has been limited by the financial crisis most cities face which is making the initiation of any new programs and in some areas even the maintenance of existing services difficult to support financially.

In the past two years Federal assistance has aided some communities in assembling the new resources necessary for juvenile programs. The prime source of these funds has been the Omnibus Crime Control and Safe Streets Act of 1968, administered by the Law Enforcement Assistance Administration.

A secondary source of fundng has been the Model Cities Program administered by the Department of Housing and Urban Development. This program has been particularly helpful in funding community centers sponsoring youth oriented activities to prevent and control juvenile delinquency in model cities neighborhoods.

The Juvenile Delinquency Prevention and Control Act of 1968 has had little or no impact on city government efforts in the juvenile delinquency area. A significant portion of the juvenile delinquency funds expended to date have been used either for training purposes or to subsidize state planning agencies. The latter grants, to state planning agencies have merely duplicated and supplemented the larger grant programs to state planning agencies funded under the Safe Streets Act. The reasons for the failure of the Juvenile Delinquency Act to have any significant impact at the local level are several:

1. It required HEW nearly a year after the Juvenile Delinquency Act was signed before they were able to publish guidelines and procedures to implement the Act and begin the fund distribution process. The Act was signed in July of 1968. Guidelines were not published until June of 1969. During this period of hibernation, much of the interest stimulated by initial Congressional consideration of the juvenile delinquency program was dissipated. By contrast, the Law Enforcement Assistance Administration (LEAA) was able to develop preliminary procedures for fund distribution soon after the Safe Streets Act was signed in June of 1968, commence the fund distribution process with special telegrams to states and cities in August of 1968, and publish and distribute a final program guidebook in November of 1968. LEAA also provided NLC and USCM with special booklets describing the Safe Streets program which were distributed to all major cities in January of 1969.

2. The Juvenile Delinquency Act guidelines, once published, created as many problems as they solved because they totally disregarded the need to coordinate with other closely related programs such as Safe Streets or Model Cities, and called for preparation and presentation of huge amounts of paperwork as a precondition for receiving a grant, creating a high cost overhead for applications likely to be made for the small amount of available funding. Bureau of the Budget Circular A–85 requires that NLC and USCM and other public interest groups representing state and local officials be given an opportunity to comment on draft guidelines for Federal programs affecting their interests. The draft Juvenile Delinquency Guidelines were presented to NLC and USCM, and the NLC and USCM comments warned of the failure of the guidelines to recognize the need for coordination with other programs and the burdensome levels of paperwork which they appeared to require. These comments were disregarded in the final guidelines. A copy of the NLC and USCM general comments on the guidelines is included with this statement as Attachment A.

3. The low level of funding for the program along with the difficulties discussed above, has frustrated any wide spread impact for the program. While the low level of funding is perhaps understandable when the bureaucratic difficulties of the program are considered, the limited support gives officials at the state and local levels good reason to question the commitment of the Administration and the Congress to the Juvenile Delinquency program. No program can have the wide ranging national impact which was hoped for this program on ten or twenty or thirty million dollars in funding. Thirty million dollars distributed among 50 states averages $600,000 each.

If the Juvenile Delinquency program had been adequately funded in its first year of operation, and if it had not become lost in a stifling bureaucracy, it had the potential to have an impact in aiding states and cities to improve their capabilities to prevent and control juvenile delinquency and youth crime. Today, however, it is not realistic to believe that merely pumping more dollars into the present program under the Juvenile Delinquency Prevention and Control Act will revive it. Visibility of this program at the local level is not great, and where states and localities have made attempts to become involved and use this program in combination with others to improve the juvenile element of the criminal justice systems they have become tangled in a discouraging pile of complications and red tape.

If the Federal government wishes to push a program to supplement and improve juvenile justice activities at the state and local level, then a new start is needed; a start which will involve a major restructuring of the Juvenile Delinquency Prevention and Control Act of 1968 to avoid the difficulties it has faced in the past and to assure states and localities of the serious commitment of the Federal government to help them with their future juvenile justice needs.

As noted before, the prime source of Federal support provided to date for state and local criminal justice programs has been the Omnibus Crime Control and Safe Streets Act administered by the Law Enforcement Assistance Administration. While NLC and USCM have not always agreed with decisions which LEAA has made in administering the Safe Streets Act; LEAA's administration of the program has been marked by a degree of efficiency and responsiveness to concerns of state and local government which has been lacking in HEW's administration of the Juvenile Delinquency Act.

It may be appropriate to consider improving the operation of this program and its coordination with other criminal justice programs by placing prime responsibility for distribution of funds for juvenile delinquency programs under LEAA. Such a structuring would limit the bureaucratic competition which has harmed the effectiveness of both programs in the past. Some may argue that shifting administration to LEAA would reduce visibility for the juvenile delinquency program, but it is hard to imagine a lower visibility and bureaucratic interest than HEW has given the program during the past three years. Others may argue that granting control to LEAA will result in too great an emphasis on the enforcement aspects of the juvenile delinquency problem, but HEW has already granted responsibility for drawing up state juvenile delinquency plans to the LEAA supported state planning agency in all but five states, and it is LEAA not HEW that is pushing these state agencies to give greater support to court and corrections programs. We believe that LEAA, given a sufficient Congressional mandate, could effectively administer the program while retaining for it the special and distinct emphasis and concern about juvenile problems which is demanded by the enormity of needs for action in the juvenile delinquency area.

It must be emphasized, however, that any Federal effort in the juvenile delinquency area must not be merely made a part of the Safe Streets Act. The Safe Streets Act has provided valuable assistance to many localities for juvenile delinquency programs and a broad range of other efforts in the criminal justice field. However, the Act and its administration have been beset by many difficulties primarily created by its emphasis on block grants to states as a method of fund distribution. This distribution pattern has, in many instances, resulted in inadequate funding for juvenile delinquency projects and other criminal justice programs in urban areas which have traditionally been shortchanged in any fund allocation processes where state governments play a role.

To assure its effectiveness, Federal support for juvenile delinquency prevention and control efforts should remain as a separate statutory authorization independent of the Safe Streets Act. However, administration by LEAA rather than HEW may be appropriate to assure that better coordination of the Federal response in the criminal justice area and a more efficient manner of program administration than HEW has been able to provide. A new program so structured could also take advantage of the state level comprehensive planning already being supported by LEAA and thus turn its attention from planning to action programs at the state and local level to improve juvenile delinquency prevention and control functions. Accordingly, we suggest that the Juvenile Delinquency Prevention and Control Act of 1968 be rewritten along the following lines:

1. Program administration transferred from HEW to LEAA.
2. Removal of any matching requirements for states and localities desiring assistance under the program. Such has been suggested for the Safe Streets program under President Nixon's Law Enforcement Special Revenue Sharing proposal and is fully justifiable in light of the extreme financial crisis which prevails in many cities. A city should not be prevented from receiving assistance to control juvenile delinquency, or for any other matter because it cannot raise the cash to pay its share.
3. Authorization for direct grants from the Federal government to states and local governments for juvenile delinquency prevention and control programs.
4. A substantial increase in program authorizations to a level of at least $100 million.
5. Allocation of a portion of appropriated funds on a formula basis to major cities and counties for them to use in juvenile delinquency and prevention control programs developed at the local level without first having to proceed through a maze of state or Federal red tape for approval. Reasonable Federal performance criteria for local programs receiving assistance would assure innovations and positive programs and would also give the Federal government a better idea of local program performance and improve Federal capacity to measure the effectiveness with which Federal funds have been spent. Such a formula grant procedure will only work, however, if the money is directed to those units of government which will be directly administering the aided projects. A formula grant proposal channelling money through states as under the present Safe Streets Act would leave localities with the same problems of bureaucracy and red tape as they currently face dealing with Federal agencies. Also the state channeled pattern places localities at the mercy of a fund distribution unit which

has traditionally been more hostile to local needs and interests—particularly the needs and interests of urban areas—than the Federal government.

6. Use of the remainder of the funds for grants to be distributed at the discretion of LEAA to states and localities. Such a program would allow LEAA to supplement programs of particular merit among those localities which are receiving formula grants and provide resources to other agencies whose programs were not funded under the formula grant process.

Such a restructuring would give local agencies greater flexibility in using juvenile delinquency funds, assure that Federal funds were used more effectively on projects of greatest need at the local level, and provide a program of greater visibility to assure more support for a Federal goal of improving juvenile justice services.

NLC/USCM Comments on Juvenile Delinquency Guidelines

We have reviewed the Draft Regulations for Grants under the Juvenile Delinquency Prevention and Control Act of 1968. In reviewing these guidelines, we have noted a number of general problems which, if not corrected, may very seriously limit the effectiveness of this program and its usefulness for local governments in efforts to prevent and control crime. We have a number of general comments which will be listed and followed by comments on specific sections.

GENERAL COMMENTS

The proposed guidelines must be carefully reviewed to determine the extent to which they may frustrate attempts to coordinate the Juvenile Delinquency program with other relevant programs such as those under the Model Cities Act and the Safe Streets Act. The draft guidelines would appear to present serious difficulties for coordinating this program with other Federal, state and local programs. Particularly troublesome are long lists of information which must be provided to receive a grant and long lists of evaluative factors—getting as long as "A" through "S"—which HEW suggests will be used in evaluating the grants. These lists set up what are essentially check-lists against which the program will be measured. These lists will force grant applicants to design their programs and planning processes, according to the structure suggested in these check lists. Programs under the Safe Streets Act, and Model Cities Act and other related statutes which permit a good deal more state and local freedom in setting administrative and program structures may have to be substantially revised to comply with forms imposed under these guidelines. Such an imposed structure will have the effect of stifling state and local initiative in developing programs and structures fitted to their particular local conditions. The practical result is likely to be that use of the Juvenile Delinquency Program, because of the small amount of money available, will be curtailed in many communities that already have smoothly functioning programs under Safe Streets, Model Cities and other related statutes, and do not want to restructure these programs to comply with the strict program structure mandated by HEW.

Coordination of other programs with this program will also be difficult because HEW requires a large and rather closely defined membership for governing boards to oversee program planning activities. Thus, even where coordination is attempted, the input of these governing boards, which may be different from the governing boards overseeing other programs, may prevent any real coordination because of differing views of these boards from those of other programs.

The guidelines make the point that coordination with other programs should be maximized. However, the way the guidelines are devised, it appears that they are really saying that coordination of other programs should be maximized but only according to conditions, and sometimes rather lengthy conditions, laid down by HEW. The Draft Guidelines do not leave sufficient room for adjustment of the Juvenile Delinquency Program to successfully coordinate with other related programs to develop the best prevention and control program for each individual community.

Statement of Milton G. Rector, Executive Director, National Council on Crime and Delinquency, New York City, N.Y.

In preparing this statement it is our understanding that the Subcommittee wishes to focus critically upon the role the federal government has played and should play in helping to control juvenile delinquency. Therefore our NCCD staff have analyzed the 1970 programs of the two principal federal agencies with statutory responsibility for federal juvenile delinquency programs.

The Youth Development and Delinquency Prevention Administration of the Department of Health, Education and Welfare for the Juvenile Delinquency Prevention and Control Act; the Law Enforcement Assistance Administration of the Department of Justice for the Safe Streets Act.

As a private sector organization whose purpose is both to assist and to constructively criticize the public agencies the NCCD offers its statement and recommendations from the vantagepoint of close relationships with federal, state and local government agencies for over 60 years.

Copies of the detailed state by state summaries from which our assessment is made are appended to this statement. I hasten to add that it is easy to be critical of programs as new as HEW/YDDPA and LEAA. It is more difficult to recommend helpful changes to meet obvious weaknesses. There has not been time to measure the effectiveness of the grants in terms of delinquency reduction.

Both agencies have the advantage of not having to start without a knowledge base. The three Presidential commissions on crime, disorder and violence have reported the major delinquency problems facing the nation and recommendations drawn from the opinions of many of the nations most knowledgeable authorities.

There is wide agreement on the seriousness of delinquency in America and the fact that the solutions of much adult crime will be found in the solutions of juvenile delinquency. However:

1. There is the same lack of coordination and concerted planning among the federal agencies that was found in the early 1950's.

2. The continual shifting of organizational structure and requests for small appropriations has shown little commitment by HEW leadership over the years to mount and sustain a federal delinquency program commensurate with the problem. HEW has demonstrated even less interest in the contributions the behavioral science could make to the prevention of adult criminal behavior.

3. The lack of appropriations to match even the small budget authorizations for HEW delinquency programs shows little commitment by Congress to really do something about delinquency.

4. It was the expectation and possibly the intention of many that LEAA would pick up on the priority of delinquency where HEW had failed. But our study shows that in 1970 LEAA committed only 14.3 percent of its resources to plans for delinquency programs. Because many approved plans do not develop into programs 14.3 percent is a gross figure.

5. In 1970 about one third of the limited HEW/YDDPA appropriations were spent for planning and supportive services and the remainder were scattered throughout the country in small underfunded and uncoordinated programs.

6. The comprehensive planning recommended to the states and cities to qualify for the LEAA block grants is not a condition for receiving delinquency related grants from numerous other federal agencies and departments. In fact a major weakness is the lack of a structure at present where federal juvenile and criminal justice planning can be coordinated with other human resources agencies. Such a structural linkage is recommended as essential if the federal government is to help prevent as well as to help control crime and delinquency.

7. The introduction through the Safe Streets Act of the concept of state and metropolitan planning agencies could bring systematic planning out of chaos for the coordinated allocation of federal, state and local resources. The planning agencies, if broadened to include expertise from the health, education, welfare and other related fields, could become the most significant development to date in the delinquency as well as in the crime field.

However, the delinquency program plans as submitted to LEAA and HEW/YDDPA in 1970 reveal a wide disparity in planning capability by the state agencies with the majority delivering a poor product.

For our analysis we have grouped the programs of LEAA and HEW/YDDPA into seven program categories. These categories are: public education, informal community reaction, community-centered treatment programs, institutional-centered treatment programs, prevention programs, staff development programs, and drug related programs.

Public Education Programs are generally poorly conceived, inadequately funded, and have little apparent relevance. Most of these programs are little more than police public relations programs, under another name. More funding for this category of programs does not appear to be an answer. In many the goal is so diffuse and unrealistic that it is questionable whether it could be accomplished with any amount of money. Many of the programs would promote the public image of the state planning agencies or some other political units but have nothing to do with crime and delinquency.

The Informal Community Reaction Programs in our opinion are the most promising category as far as a new hope for delinquency treatment is concerned. Unfortunately, these hopes are dashed by the poor quality of programs submitted. They are grossly underfunded, poorly conceived, and most often developed in total isolation of other resources and activities within the state or community. Lip service is given to the concept of diversion from the criminal justice system which is a key component of such programs. But very few even have mechanisms within them for such diversion. The term Youth Service Bureau is often referred to, but seldom adequately developed.

The Community-Centered Treatment Program is the most popular category to receive support. The majority of programs in this area are extensions of probation and parole programs and the formation of halfway houses. While such programs are necessary and needed they should be coordinated and developed with the other programs within the juvenile justice system. Many are not.

The Institutional-Centered Programs are characterized by their shortsightedness and lack of imagination. In general, they represent only larger and more complex configurations of existing institutional structures. With the present overuse and unsuccessful use of institutions it is unfortunate when any federal funds are granted for institution construction before community treatment programs are developed to the maximum. The only encouraging aspect of programs within this category is the expenditure of some funds to take juveniles out of adult institutions.

Delinquency Prevention appears to enjoy the lowest priority in both LEAA and HEW. Rather than wrestle with the thorny problems of prevention, they allocate most of their funds to plans for institutional treatment. Very few of the programs called prevention appear to have any promise.

Delinquency programs are service programs based on human interaction, not mechanical technology. Unfortunately highest priority is not given to programs designed to improve the number and function of such service programs for juvenile offenders. There is an apparent commendable beginning of volunteer and paraprofessional progams, but, these are almost always severely under-budgeted and under-staffed. HEW in 1969, made major efforts to support youth service training programs, but these appear to be losing popularity.

Drug problems of youth are a major issue today. But, drug related programs receive significantly less than 10% of the federal government's juvenile delinquency support. Much of this is general directed toward public education programs for teachers and youth. Treatment programs for youth drug abusers are few. Of the hundreds of programs funded, only four address themselves to drug treatment.

Our review of the state plans indicates the need for much more technical assistance, training and guidance for state and metropolitan planning agencies than is evident in the results of their work to date. More time will also be required before criminal justice planning and administration can be developed and recognized as professional rather than political skills. While capable planning and priority setting are still minimal under the present requirements it is difficult to see how they will improve if all federal controls and requirements are eliminated from the block grant program as is recommended by the revenue sharing concept.

Of related concern is a recommendation which appears many times before in the reports of the Subcommittee to Investigate Juvenile Delinquency of the U.S. Senate: All cases of juvenile delinquency should be remanded from the federal courts to the local juvenile courts. At this time when the greatest potential is in rehabilitation within the community rather than in institutions it is illogical to transport youngsters from their communities to federal institutions. The continuation of such practice is even less logical when there is a federal leadership and appropriation program for the purpose of strengthening delinquency prevention and treatment programs in each state and community.

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CATEGORIES

1. *Public Education Program* (not including Drug Related Programs).—A program which educates the general public concerning delinquency. Included in this category are educational and general training programs for children, youths, parents, and non-criminal justice professionals and paraprofessionals. Training and/or education of criminal justice personnel or of people to work in criminal justice operations are not included in ths category. (See category 6 Staff Development.)
2. *Informal Community Reaction Program.*—A community centered program without a residential component which seeks to divert from, or otherwise treat, actual or potential non-ajudicated law violators outside the criminal justice system, i.e., Youth Service Bureaus.
3. *Community Centered Treatment Program.*—A treatment program with or without a residential component but not with an institutional component which seeks to treat the identified law violator within his community as a part of or in conjunction with existing criminal justice operations, i.e., team counselling centers run by the courts.
4. *Institutional Centered Treatment Program.*—A treatment program with a centralized residential component operating as a part of or an extension of existing criminal justice operations. This includes detention homes, training schools and jails and residential alternatives to jail placement.
5. *Prevention Program.*—A program with the intent to preventing the commission of a delinquent act by individuals not formally known to the criminal justice system.
6. *Staff Development Program.*—A program which recruits, reclassifies, trains, and/or educates professional, paraprofessionals and/or volunteer operators for the criminal justice system.
7. *Drug Related Programs:*

   Subcategory A: A program which offers some form of treatment of drug abusers.

   Subcategory B: An educational program related to preventing and controlling drug use directed toward non-criminal justice system operators.

Part A: LEAA Programs

LEAA PROGRAMS BY CATEGORY

	Total number of programs	Total amount	Resource percent of all programs total
1. Public education programs	46	$3,719,792.15	8.8
2. Informal community reaction programs	40	6,130,262.00	14.4
3. Community-centered treatment programs	60	12,614,702.00	28.8
4. Institutionally centered treatment programs	30	8,159,576.00	19.0
5. Prevention programs	8	2,556,970.00	6.0
6. Staff development programs	35	5,417,258.34	14.1
7. Drug-related programs:			
A. Treatment	3	2,490,504.50	5.8
B. Education	12	1,304,603.67	3.1
Total	234	42,393,669.66	100.0

LEAA JUVENILE DELINQUENCY EFFORT BY STATE

	Total effort	Total juvenile delinquency effort	Percent of total to juvenile delinquency
Alabama	$3,175,000.00	749,994.00	23.6
Alaska	833,334.00	98,800.00	11.8
American Samoa	96,300.00	19,000.00	19.8
Arizona	2,602,600.00	646,900.00	24.9
Arkansas	3,127,250.00	345,250.00	10.7
California	15,410,830.00	4,321,747.00	28.1
Colorado	2,975,000.00	590,786.00	19.8
Connecticut	[1] 4,448,336.00	666,558.00	14.9
Delaware	889,914.00	67,187.00	7.9
District of Columbia	1,325,550.00	384,696.00	29.0
Florida	9,421,968.00	1,073,260.00	11.4
Georgia	7,244,441.15	1,163,378.05	15.8
Guam	337,866.31	71,861.00	21.0
Hawaii	1,237,161.00	643,575.00	52.1
Idaho	1,259,085.00	159,448.00	12.6
Illinois	19,817,224.00	1,342,000.00	6.6
Indiana	7,535,336.00	1,982,084.00	26.3
Iowa	4,293,209.00	619,770.00	14.5
Kansas	3,363,003.00	333,334.00	9.9
Kentucky	4,823,335.00	1,932,116.00	40.1
Louisiana	5,499,961.00	335,000.00	6.1
Maine	1,618,100.00	401,666.00	24.7
Maryland	5,781,666.00	565,999.00	9.7
Massachusetts	8,091,680.00	1,966,667.00	24.3
Michigan	7,817,000.00	2,356,500.00	30.0
Minnesota	5,542,100.00	166,000.00	2.9
Mississippi	3,481,870.00	464,959.00	13.4
Missouri	6,920,335.00	1,622,740.00	23.3
Montana	1,150,050.00	108,350.00	9.4
Nebraska	2,148,372.00	182,050.00	8.5
Nevada	813,772.00	80,000.00	9.9
New Hampshire	1,149,600.00	125,900.00	11.0
New Jersey	10,485,996.00	4,499,997.00	42.8
New Mexico	1,697,278.00	160,382.00	9.3
New York	27,050,000.00	--------	--------
North Carolina	7,711,089.00	698,583.00	9.7
North Dakota	1,072,000.00	84,000.00	7.8
Ohio	16,415,000.00	2,340,000.00	14.3
Oklahoma	3,880,138.00	381,669.00	7.2
Oregon	3,160,373.00	535,469.00	16.9
Pennsylvania	18,296,687.00	4,288,975.00	23.4
Puerto Rico	4,039,000.00	858,000.00	21.2
Rhode Island	1,766,569.00	283,535.00	16.0
South Carolina	4,353,450.00	448,200.00	10.3
South Dakota	1,118,100.02	25,000.10	2.2
Tennessee	5,936,666.69	100,000.00	1.7
Texas	17,277,076.00	1,195,172.51	6.8
Utah	1,684,009.00	6,000.00	.3
Vermont	1,244,608.00	182,340.00	14.7
Virgin Islands	380,000.00	100,000.00	26.6
Virginia	7,088,340.00	1,483,334.00	20.9
Washington	9,962,389.00	456,998.00	4.6
West Virginia	2,786,674.00	512,471.00	18.4
Wisconsin	6,256,000.00	1,235,000.00	19.6
Wyoming	866,723,00	128,126.00	14.8
Total		42,393,699.66	14.3

STATE RANKINGS: JUVENILE DELINQUENCY PROGRAMS—LEAA

Ranking and State [1]	Percent	Ranking and State [1]	Percent
1. Hawaii	52.1	28. Iowa	14.5
2. New Jersey	42.8	29. Ohio	14.3
3. Kentucky	40.1	30. Mississippi	13.4
4. Michigan	30.0	31. Idaho	12.6
5. District of Columbia	29.0	32. Alaska	11.8
6. California	28.1	33. Florida	11.4
7. Virgin Islands	26.6	34. New Hampshire	11.0
8. Indiana	26.3	35. Arkansas	10.7
9. Arizona	24.9	36. South Carolina	10.3
10. Maine	24.7	37. Kansas	9.9
11. Massachusetts	24.3	38. Nevada	9.9
12. Alabama	23.6	39. North Carolina	9.7
13. Pennsylvania	23.4	40. Maryland	9.7
14. Missouri	23.3	41. Montana	9.4
15. Puerto Rico	21.2	42. New Mexico	9.3
16. Guam	21.0	43. Nebraska	8.5
17. Virginia	20.9	44. Delaware	7.9
18. American Samoa	19.8	45. North Dakota	7.8
19. Colorado	19.8	46. Oklahoma	7.2
20. Wisconsin	19.6	47. Texas	6.8
21. West Virginia	18.4	48. Illinois	6.6
22. Oregon	16.9	49. Louisiana	6.1
23. Rhode Island	16.0	50. Washington	4.6
24. Georgia	15.8	51. Minnesota	2.9
25. Connecticut	14.9	52. South Dakota	2.2
26. Wyoming	14.8	53. Tennessee	1.7
27. Vermont	14.7	54. Utah	.3

[1] New York cannot be considered for inclusion among rankings.

STATE PROGRAMS BY CATEGORY—LEAA FUNDS

State	Public education programs	Informal community reaction programs	Community centered treatment programs	Institutionally centered treatment programs	Prevention programs	Staff development programs	Drug related programs		Total number of juvenile delinquency programs
							A	B	
Arizona	3	0	1	1	0	0	0	0	5
Alaska	1	1	1	0	0	0	0	0	3
American Samoa	0	0	0	1	0	0	0	0	1
Arizona	0	1	3	1	1	0	0	0	6
Arkansas	0	1	1	1	0	2	0	0	5
California	0	0	1	1	1	1	0	0	4
Colorado	0	0	1	1	0	0	0	0	2
Connecticut	1	1	2	0	0	1	1	0	6
Delaware	1	0	0	0	0	1	0	0	2
District of Columbia	1	1	2	0	0	0	0	0	4
Florida	0	0	1	0	0	0	0	0	[1] 2
Georgia	2	0	0	1	0	2	0	0	5
Guam	0	1	0	0	0	0	0	0	1
Hawaii	2	3	1	1	1	0	0	1	9
Idaho	1	0	1	0	0	5	0	1	8
Illinois	2	2	0	0	0	0	0	0	4
Indiana	0	1	1	1	0	1	0	0	4
Iowa	0	0	1	0	0	0	0	0	1
Kansas	0	0	1	0	0	0	0	0	1
Kentucky	3	3	5	1	1	0	0	0	13
Louisiana	0	0	0	1	0	0	0	0	1
Maine	1	1	1	0	0	1	0	0	4
Maryland	0	1	0	1	0	2	0	0	4
Massachusetts	0	3	7	2	4	0	0	0	16
Michigan	3	1	6	1	0	1	0	0	12
Minnesota	1	0	0	0	0	0	0	0	1
Mississippi	0	0	2	2	0	1	0	0	5
Missouri	2	0	2	1	0	1	0	0	6
Montana	1	0	0	0	0	0	0	0	1
Nebraska	0	1	1	0	0	0	0	0	2
Nevada	0	1	1	0	0	1	0	0	3
New Hampshire	0	0	1	1	0	2	0	2	6
New Jersey	0	1	3	1	0	1	1	0	7
New Mexico	0	1	0	1	0	1	0	0	3
North Carolina	1	1	1	0	0	1	0	0	4
North Dakota	0	1	1	0	0	0	0	0	2
Pennsylvania	1	1	0	1	0	0	0	0	3
Puerto Rico	0	1	1	2	0	0	0	1	5
Ohio	0	1	0	2	0	1	0	0	4
Oklahoma	0	1	0	0	0	0	0	0	1
Oregon	2	0	1	1	0	0	0	0	4
Rhode Island	0	1	0	0	0	0	0	0	1

South Carolina	0	0	1	0	0	0	0	0	1
South Dakota	2	0	0	0	0	0	0	0	2
Tennessee	1	0	0	0	0	0	0	0	1
Texas	0	3	1	0	0	2	1	1	8
Utah	1	0	0	0	0	0	0	0	1
Vermont	8	3	1	0	0	2	0	5	19
Virginia	0	0	0	0	0	2	0	1	3
Virgin Islands	0	0	0	1	0	1	0	0	2
Washington	4	0	2	0	0	1	0	0	7
West Virginia	0	1	2	2	0	0	0	0	7
West Virginia	0	1	2	2	0	0	0	0	5
Wisconsin	1	1	1	0	0	1	0	0	4
Wyoming	0	0	1	0	0	0	0	0	1
Total	46	40	60	30	8	35	3	12	236

[1] Program was not describad.

PART B: HEW/YDDPA FUNDED PROGRAMS

HEW RESOURCE EXPENDITURES BY CATEGORY

	Total number of programs	Total amount	Resource percent of all programs total
1. Public education programs	20	877, 667	9. 4
2. Informal community reaction programs	19	890, 038	9. 4
3. Community-centered treatment programs	40	2, 197, 560	23. 5
4. Institutionally centered treatment programs	15	541, 248	5. 8
5. Prevention programs	2	89, 299	1. 0
6. Staff development programs	45	1, 214, 419	12. 9
7. Drug-related programs	7	272, 730	2. 9
8. Planning programs[1]	74	3, 267, 716	35. 1
Total	222	9, 350, 677	100. 0

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[1] HEW planning and technical assistance programs are included in this category. LEAA planning and technical assistance funds are not included in the juvenile delinquency programs.

HEW—1970

Total resource allocation (by state)

Alabama	$100, 000	Montana	131, 325
Alaska	99, 893	Nebraska	100, 000
Arizona	160, 000	Nevada	100, 000
Arkansas	98, 368	New Hampshire	261, 665
California	607, 796	New Jersey	508, 069
Colorado	185, 221	New Mexico	149, 500
Connecticut	97, 988	New York	923, 254
Delaware	100, 000	North Carolina	140, 000
District of Columbia	273, 582	North Dakota	90, 730
Florida	174, 208	Ohio	161, 864
Georgia	85, 015	Oklahoma	100, 000
Guam	12, 500	Oregon	193, 500
Hawaii	126, 297	Pennsylvania	200, 879
Idaho	100, 000	Puerto Rico	156, 694
Illinois	257, 000	Rhode Island	100, 000
Indiana	100, 000	South Carolina	170, 446
Iowa	182, 165	South Dakota	88, 951
Kansas	160, 000	Tennessee	100, 000
Kentucky	175, 000	Texas	467, 481
Louisiana	189, 266	Utah	123, 589
Maine	141, 917	Vermont	100, 000
Maryland	218, 215	Virginia	138, 202
Massachusetts	156, 875	Virgin Islands	25, 000
Michigan	168, 397	Washington	100, 000
Minnesota	100, 000	Wisconsin	99, 950
Mississippi	150, 000	West Virginia	100, 000
Missouri	185, 000	Wyoming	70, 686

HEW DISTRIBUTION OF PROGRAMS BY CATEGORY

Year	Public education programs	Informal community reaction programs	Community centered treatment programs	Institutionally centered treatment programs	Prevention programs	Staff development programs	Drug related programs	Planning programs	Total
Number of programs:									
1969	7	3	15	3	1	34	0	58	121
1970	20	19	40	15	2	45	7	74	222

HEW PERCENT OF DISTRIBUTION OF PROGRAMS BY CATEGORY

Year	Public education programs	Informal community reaction programs	Community centered treatment programs	Institutionally centered treatment programs	Prevention programs	Staff development programs	Drug related programs	Planning programs	Total
1969	5.8	2.5	12.4	2.5	0.8	28.1	0	47.9	100
1970	9.0	8.6	18.0	6.8	.9	20.3	3.1	33.3	100

HEW—DISTRIBUTION TO PROGRAMS BY RESOURCE

Year	Public education programs	Informal community reaction programs	Community centered treatment programs	Institutionally centered treatment programs	Prevention programs	Staff development programs	Drug related programs	Planning programs
1969	$189, 643	$75, 000	$343, 828	$75, 000	$22, 626	$1, 136, 275	$2, 232, 938	
1970	$877, 667	890, 038	2, 197, 560	541, 248	89, 299	1, 214, 419	272, 730	$3, 267, 716

HEW—DISTRIBUTION TO PROGRAMS BY PERCENT OF RESOURCE

Year	Public education programs	Informal community reaction programs	Community centered treatment programs	Institutionally centered treatment programs	Prevention programs	Staff development programs	Drug related programs	Planning programs
1969	4.7	1.8	8.43	1.8	0.6	27.9	0	54.8
1970	9.4	9.4	23.5	5.8	1.0	12.9	2.9	35.1

HEW 1970 PROGRAMS

State	Public education	Informal community reaction	Community centered treatment	Institutionally centered treatment	Prevention	Staff development	Drug related		Planning	Total number of juvenile delinquency
							A	B		
Alabama			1						1	2
Alaska			2	2					1	5
Arizona	2	2				2				6
Arkansas			1	1		1			1	4
California	2	2	1			5			4	14
Colorado			1			3			2	6
Connecticut									2	2
Delaware									1	1
District of Columbia	2					1			1	4
Florida			3			2			3	8
Georgia	1							1	1	3
Guam			1							1
Hawaii		1	1						1	3
Idaho	1			1					1	3
Illinois			1	1		1			2	5
Indiana		1	1							2
Iowa			2					1		3
Kansas			1						1	2
Kentucky		1		1					1	3
Louisiana	2					3			2	7
Maine		1							1	2
Maryland			1			2		1	1	5
Massachusetts			1			1			4	6
Michigan						1			1	2
Minnesota			1						1	2
Mississippi	1		1						1	3
Missouri		1	1			1			1	4
Montana									3	3
Nebraska			1						1	2
Nevada	1								1	2
New Hampshire		1		2				1	1	5
New Jersey		2	1			2				6
New Mexico	1			1		1			1	4
New York	2		2			3	1	1	7	16
North Carolina					1				1	2
North Dakota			2						1	3
Ohio						2			2	4
Oklahoma		1							1	2
Oregon	1			1	1	2			2	6
Pennsylvania	1	1							1	3
Puerto Rico		1							1	2
Rhode Island			1							1
South Carolina			3	2		1			1	7
South Dakota			1						1	2
Tennessee									2	2
Texas	1	2	2		1	1			2	9
Utah		1	1	1					1	4
Vermont	1		2	1				1	1	6
Virginia	1	1	1						1	4
Virgin Islands									1	1
Washington									1	1
West Virginia			2	1						3
Wisconsin									2	2
Wyoming	1								2	3
Total	21	19	40	15	2	45	1	6	74	222

HEALTH, EDUCATION, AND WELFARE—1969 PROGRAMS

State	Public education	Informal community reaction	Community centered	Institutionally centered treatment	Prevention	Staff development	Drug related	Planning
Alabama	0	0	0	0	0	1	0	1
Alaska	0	0	0	0	0	0	0	0
Arizona	0	0	0	0	0	2	0	1
Arkansas	1	0	2	1	0	0	0	0
California	1	0	0	0	0	1	0	4
Colorado	0	0	0	0	0	2	0	3
Connecticut	0	0	1	0	0	1	0	1
Delaware	0	0	0	0	0	1	0	1
District of Columbia	0	0	0	0	0	0	0	2
Florida	0	0	2	0	0	0	0	3
Georgia	0	0	1	[illegible]	0	0	0	0
Guam	1	0	0	0	0	0	0	0
Hawaii	0	0	1	0	0	0	0	1
Iowa	0	0	0	0	0	0	0	1
Indiana	0	0	0	0	0	0	0	2
Illinois	0	0	0	0	0	1	0	3
Idaho	0	0	0	0	0	1	0	1
Kansas	0	0	0	0	0	0	0	1
Kentucky	0	0	1	0	0	0	0	1
Louisiana	1	0	0	0	0	1	0	1
Maine	0	0	0	0	0	0	0	1
Maryland	0	0	0	0	0	1	0	1
Massachusetts	0	0	2	0	0	0	0	4
Michigan	0	0	0	0	0	1	0	2
Minnesota	0	0	0	0	0	0	0	1
Mississippi	0	0	0	1	0	0	0	0
Missouri	1	1	0	0	0	0	0	0
Nebraska	0	0	0	0	0	0	0	1
New Hampshire	0	0	0	0	0	0	0	1
New Jersey	0	0	0	0	0	1	0	1
New Mexico	0	0	0	0	0	1	0	1
New York	1	0	0	0	1	4	0	4
North Carolina	0	0	0	1	0	0	0	1
North Dakota	0	0	1	0	0	0	0	0
Ohio	0	0	0	0	0	1	0	1
Oklahoma	0	0	0	0	0	1	0	1
Oregon	0	0	0	0	0	2	0	2
Pennsylvania	0	0	0	0	0	0	0	1
Puerto Rico	0	0	0	0	0	0	0	1
Rhode Island	0	1	0	0	0	0	0	0
South Carolina	0	0	2	0	0	2	0	0
South Dakota	0	0	0	0	0	0	0	1
Tennessee	0	0	0	0	0	1	0	0
Texas	0	0	0	0	0	3	0	0
Utah	0	1	1	0	0	1	0	0
Vermont	0	0	0	0	0	1	0	1
Virginia	0	0	0	0	0	0	0	1
Virgin Islands	0	0	0	0	0	0	0	1
Washington	1	0	0	0	0	0	0	1
West Virginia	0	0	1	0	0	2	0	0
Wisconsin	0	0	0	0	0	0	0	1
Wyoming	0	0	0	0	0	1	0	1
Totals	7	3	15	3	1	34	0	58

PART C: HEW–LEAA COMPARISONS

HEW—LEAA COMPARISON BY PROGRAMS

	HEW	LEAA
1. Public education programs	9.0	19.7
2. Informal community reaction programs	8.6	17.1
3. Community-centered treatment programs	18.0	25.6
4. Institutionally-centered treatment programs	6.8	12.8
5. Prevention programs	.9	3.4
6. Staff development programs	20.3	15.1
7. Drug-related programs	3.1	6.4
8. Planning programs	33.3	
Total	100.0	100.0

HEW—LEAA COMPARISON, PERCENT ALLOCATION OF RESOURCES

	HEW	LEAA
1. Public education programs	9.4	8.8
2. Informal community reaction programs	9.4	14.4
3. Community-centered treatment programs	23.5	28.8
4. Institutionally-centered treatment programs	5.8	19.0
5. Prevention programs	1.0	6.0
6. Staff development programs	12.9	14.1
7. Drug-related programs	2.9	8.9
8. Planning programs	35.1	
Total	100.0	100.0

STATEMENT OF MILTON G. RECTOR, EXECUTIVE DIRECTOR, NATIONAL COUNCIL ON CRIME AND DELINQUENCY, NCCD CENTER, PARAMUS, N.J.

PROPOSED ALTERNATIVE TO PRESENT LEGISLATION

The National Council on Crime and Delinquency; the White House Conference on Children and Youth, from the first conference to the most recent; and, innumerable other governmental and private organizations have long called for an appropriate priority for the children and youth of this nation. In recent years, we have continued to see the pattern of children and youth, particularly children and youth who are having some kind of individual and/or social problems, receiving a low priority. As this subcommittee knows, within the Department of Health, Education, and Welfare, juvenile delinquency services have, at best, been an impoverished step-child. With the Law Enforcement Assistance Administration, this pattern has continued.

We feel that it is time for the Federal Government to go on record clearly and distinctly with action, not words, in dealing with the juvenile and youth problems of this nation. Therefore, we would like to propose, for the consideration of this subcommittee, a general outline of possible legislation which can meet this need.

In essence, this legislation will establish an Office of Youth Services independent from HEW and LEAA. This Office shall have the responsibility of providing services to children and youth from conception to age twenty-five. As the problem of juvenile delinquency is only a part of the overall problem of youth development within our nation, this proposed legislation embodies mechanisms to develop comprehensive youth services within the nation.

THE OFFICE OF YOUTH SERVICES:

Purpose.—The purpose of this Office is to provide the leadership, direction, and means for enhancing the development of the youth of the nation, and thereby preventing juvenile delinquency and other physical, mental and social dysfunctions of youth and their families.

Organization.—Within this Office, there would be five programmative features or titles. They are as follows:

Title I: Comprehensive Model Building.—The purpose of this title is to develop comprehensive model structures, including alternatives to existing structures which will serve to enhance youth development and to prevent juvenile delinquency. As conceptualized, this title would operate in conjunction with one or more other federally funded categorical programs, such as Maternal and Child Health, Child Welfare, Youth Employment, Head Start, etc. Funding would be available through this title for meeting the local match for programs under other federal categorical grants. Funding under this title is similar to that of the supplemental funds of the Model Cities Program in the Department of Housing and Urban Development.

Title II: The Youth Services Institute.—This title embodies many of the concepts incorporated in the Institute for Continuing Studies of Juvenile Justice (H.R. 45, Mr. Railsback and others), as well as previous recommendations made by the National Council on Crime and Delinquency to this committee over the past ten years.

The Youth Services Institute would be a quasi-independent institute with an independent board, not dissimilar to that of the National Institutes of Mental Health. The Institute would have three functions:

1. The collection, storage, retrieval, and synthesis of known knowledge concerning the functioning and dysfunctioning of youth and families.

2. The sponsoring of independent research within the area of youth and families.

3. To provide, on a mandatory basis, the research and evaluation component to any program or activity partially or wholly funded by this Act. Furthermore, research and evaluation services would be available to any federally, locally, or privately funded program dealing with youth on a request basis. The research and evaluation as mandated under this title shall begin with the approval of any program funded under this Act and would continue through the life of that program.

Sufficient funding should be provided under this title so that one hundred percent of the costs for such research and evaluation shall be borne by the Federal Government.

Title III: State and Regional Program Development.—The purpose of this title is to provide the planning, coordination, and funds at the state or regional level for programs in the area of youth services. This purpose will be implemented by the formation in each state of a Youth Service Agency. Larger states would have the option of developing regional Youth Service Agencies and smaller states would have the options of developing inter-state Youth Service Agencies. These Youth Service Agencies would have the responsibility of program planning for the jurisdiction and the distribution of funds, as provided elsewhere in this Act. Funding of programs under this title would be subject to approval of annual plans. These Youth Service Agencies would have representative boards which would include professionals in the area of services for youth, lay citizens, and consumers of services. In general, the board should be made up of the following: The professional representatives—designated representatives of the state attorney general, the State Department of Public Welfare, the State Department of Mental Health, the State Department of Public Health, and the State Department of Education, the juvenile courts, juvenile probation, corrections and law enforcement services, and private youth agencies; the lay representatives—lay citizens should constitute at least one third of the board. The term "lay citizens" should be used to describe individuals who are not now or who have not been professional staff of professional agencies previously described; consumer representatives—at least one fourth of the board should be made up of youth.

Under this title, five general categories of funding should be available. These would include the following:

1. *Prevention Services.*—Programs funded within this category would be designed to prevent youth from committing a law violation by some means other than increased or improved police services. Funding under this category should be on the basis of 90% federal funds and 10% local funds.

2. *Diversion Services.*—Programs funded within this category would be programs designed to divert youth from the juvenile criminal justice system. This category should be funded on the basis of 90% federal funds and 10% local funds.

3. *Training Services.*—Programs within this category would include training new and existing staff on an in-service and/or academic basis. Educational loans to individuals who have received training within this category will be excused by working in the field. Salary supplements would be paid to employing agencies for a reasonable period of time for individuals trained under this category. Funding under this category should be on the basis of 75% federal funds and 25% local funds.

4. *Program Services.*—Programs funded within this category would be to improve the quantity and nature of services provided by existing state, local and private agencies operating within the field of juvenile criminal justice. This would include the additional staff and other programs, but it would not include physical construction. Funding under this category should be on the basis of 60% federal funds and 40% local funds.

5. *Physical Services.*—Programs funded under this category would include the improvement of physical structures which treat youths. Funding under this category should be on the basis of 50% federal funds and 50% local funds.

Title IV: Discretionary Grants.—Grants under this title would be made to state and local government units and private agencies for the development of prevention and diversionary programs. Programs under this title would be wholly funded by the Federal Government.

Title V: Structure.—The Office of Youth Services would be organized in the following manner:

1. A central administration with general overall administrative responsibilities. This administration would receive and approve plans developed under Title I and Title III of this Act. It would have general budgetary responsibility for Title II of the Act.

2. A regional structure, under the general supervision of the central administration, with the responsibility for supervising the states and localities within the region. It would have the responsibility for providing technical assistance in the planning and program development to such states and localities. The regions will have responsibility for the implementation of Title I. In addition, each shall receive and approve plans and programs funded under Title III of this Act. The regional offices shall have the responsibility for 50% of the funds expended under Title IV.

3. The State Youth Services Agencies will have boards composed of members as previously described. These agencies will be served by a professional staff, wholly funded by the Federal Government, which will meet minimum qualifications standards set by the central administration of this Act. The staff will be appointed by the state or inter-state authorities. The youth agencies will have the responsibility for receiving and approving programs developed under Title I of this Act. They may also, subject to approval of the region, develop programs under Title I. They will have the responsibility for planning and developing programs under Title III. They shall receive programs funded under Title IV of this Act.

No cost figure for this Act has been developed. However, we would recommend that funds should be allocated within this Act on the following basis:

Administration:	*Percent of the funds*
Central and Regional Offices	10
Title I	25
Title II	15
Title III	35
Title IV	15

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